



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

# **Emergency response to child labour in selected tsunami affected areas in Sri Lanka**

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**An independent final evaluation by a team of external consultants**

March 2008

**This document has not been professionally edited.**

## NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants<sup>1</sup>. The field mission took place in March 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

*Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

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## Abbreviations and Acronyms

AP	Action Programme
CC	Community Centre
CEPA	Centre for Poverty Analysis
CLMU	Child Labour Monitoring Unit
DCDC	District Child Development Committee
DCPC	District Child Protection Committee
DED	Design, Evaluation and Documentation section of ILO/IPEC
EC	External Collaboration
ILO	International Labour Organisation
IO1	Implementation Objective 1
IO2	Implementation Objective 2
IPEC	International Programme for the Elimination of Child Labour
KV	Kinniya Vision
M&E	Monitoring and Evaluation
MOCDWE	Ministry of Child Development and Women's Empowerment
MOE	Ministry of Education
MOL	Ministry of Labour
MP	Mini Programme
NCPA	National Child Protection Authority
NIE	National Institute of Education
NWC	National Workers Council
NWG	National Working Group
PAC	Project Advisory Committee
SC	Service Contract
WFCL	Worst Forms of Child Labour

## Executive Summary

The final independent evaluation for the '*Emergency Response to Child Labour in Selected tsunami Affected Areas in Sri Lanka*' project is being carried out during the last two months of the project by Centre for Poverty Analysis (CEPA).

The evaluation seeks to:

- Determine if the project achieved its stated immediate objectives and to assess the overall and specific outcomes and impacts of the project.
- Draw lessons from the experiences gained during the period of implementation, show how these lessons can be applied in programming future activities.

The IPEC Tsunami Project comprised a number of components which were all standalone action programmes. The achievement of the objectives of the individual action programmes (APs) was expected to lead to the achievement of the objectives of the overall project. This evaluation focuses on assessing the overall IPEC Tsunami Project, and components of which have been evaluated as contributors to the overall project.

The IPEC Tsunami Project was designed to respond to existing and emerging child labour issues while contributing to the country's overall post-tsunami rehabilitation and development process. The immediate objectives of the project were identified as:

- Enabling environment: The capacity of relevant government, media, international relief and reconstruction organisations, and NGOs will have been strengthened, enabling staff and community members to integrate child labour issues into post-tsunami reconstruction policies and monitor the child labour situation in post-tsunami environment.
- Targeted interventions: Flexible and speedy response will have been provided through Community Centres to tsunami affected children and their parent/guardians in selected areas.

The evaluation is based on the linking of the project life cycle to the evaluation criteria of relevance, effectiveness and impacts. Linking the evaluation criteria to project cycle is most critical in the design phase of the project. The efficacy criteria look at the outputs and achievements of operationalisation of the design/plan and the extent to which they met the objectives. The impacts criteria conceptualises change in a broader context and is particularly important in the longer term sustainability of the project. The findings of the evaluation are presented along the project cycle stages of strategy and design, implementation and sustainability. Good practices and overall lessons learnt are highlighted.

The evaluation method uses multiple sources of information as well as multiple methods of collection to verify information, which was triangulated. Primary data collection was not undertaken in Trincomalee district under the Kinniya Vision Action Programme (AP) due to restrictions on travel placed on the evaluation team by the UN system. The evaluation team met with the KV team in Colombo.

## Strategy and design

***Relevance of strategy to context:*** In both the strategic focus and operational approach IPEC stayed within its institutional comparative advantage of focusing on child labour simultaneously from a policy and operational angle. It identified child labour and vulnerability to child labour as a gap area in post-tsunami relief and rehabilitation work despite the extensive focus on children by both national and international interventions and assistance.

The project's strategic objective seems to have been derived more from the ILO-IPEC's institutional mandate than a detailed problem analysis given the emergency nature of the ground situation during the post-tsunami period. However the immediate objectives are more reflective of the problem analysis carried out during the project development stage.

Three years following the tsunami, the consensus appears to be that the factors leading to vulnerability to child labour did significantly increase, as the level of (extended) family vulnerabilities and desperations increased. The engagement in child labour was thought not to have been significantly affected due to the tsunami and in the immediate post-tsunami period; children in these districts continued to engage in similar forms of child labour as in the pre-tsunami context. The focus on policy changes and the need to back up ground level interventions which changes in the socio-economic, institutional and policy context was also seen to be highly relevant.

There is a need to define an emergency context. This is particularly relevant when a project tries to work within a relief setting but implement more medium to long term objectives. It was also relevant when projects operate within a dual emergency context – involving both conflict and tsunami. It would take note of the varying institutional mechanisms that operate within these contexts as well as the ground level realities that the project will have to grapple with.

***Relevance of design to objectives:*** Some important design elements which facilitated reaching of project objectives:

- The framing of the project as made up of a series of individual components which are both stand-alone projects as well as integral contributors to the whole.
- Incorporation of stakeholders from the national level (e.g. Ministries, Authorities), regional level (e.g. District Child Development Committee (DCDC), zonal officers) to the local level that interacts with households (primarily via APs implemented through partners on the ground).
- Incorporation of stakeholders across functions i.e.: providers of information to policy and decision making, policy and decision makers, implementers at different levels, networks and information managers.
- Acknowledging the inter-linkages between the institutions and functioning of the enabling environment and that of the targeted interventions.
- Partnering actors that have both a national and grassroots presence and actively working with the multiple levels (e.g. Ministry of Education to individual teachers, implementers such as NWC, Don Bosco and Kinniya Vision) was with an interest to influence policy influence at multiple levels).

The main challenges to the design orientation have arisen from the gaps in knowledge regarding the post-tsunami environment. The emergency nature of the problem did not allow for long and detailed project preparation. The method of basing the project on existing knowledge has been

more successful in terms of understanding child labour issues than in managing the institutional/stakeholder context.

## **Implementation and achievement**

The IPEC Tsunami Project entered into nine contracts with institutions and individuals under the two immediate objectives. Five of these were categorised as Action Programmes (APs), one Service Contract (SC), one Mini Programme (MP) and two External Collaborations (ECs). The MP, SC and ECs were undertaken to support the overall project.

Two Action Programmes with the MOL and the NCPA form the core of the activities leading up to the outputs envisaged under the enabling environment objective. In addition, contracts were entered into to support the core activities.

Despite the fact that the objective intends to build capacities of relevant government, media and international and national NGOS, the direct partners of the projects are all from the state sector. The project relied on building the capacities of other stakeholders through the networks and trainings conducted through these groups. This has enabled focusing on a wider group of stakeholders and this gap of not directly targeting these groups has not had severe implications on reaching the planned outputs.

Within the targeted intervention objective partners followed a similar strategic orientation. The institutional nature of these partner organisations to an extent reflect the different challenges faced at the ground level. NWC and Don Bosco are organisations with long institutional histories and high stability. Their partnership with the IPEC Tsunami Project is only one of the many aspects of their work, and thus reliance on it is limited. Contrastingly Kinniya Vision has a short institutional history, much less established as an institution, and the IPEC Tsunami Project played a critical role in its institutional development. Partnering with local organisations was undertaken on the basis of past linkages and presence on the ground.

## **Phasing out and sustainability**

Funding appears to be a key issue that partners highlight in relation to sustainability. The limited retention of institutional memory and higher levels of staff turnover, especially at the state institution level, limited documentation of experiences through the course of the project are other issues that are raised as affecting sustainability. However it is noted that the achievements of the projects, especially at the targeted intervention level holds a lot of promise as partners seem to have initiated various processes to enable activities to continue even after the end of the project.

- Sustaining project outcomes upon completion depend on the following factors:
- A phasing out strategy leads to projects envisaging how the project effects can be sustained.
- Establishing linkages with government agencies can help sustain activities and results achieved.
- Linking to partners that have a presence and tested programmes on the ground for project implementation.
- Stakeholder participation in design and implementation has encouraged community acceptance of project activities and this can ensure that targeted interventions will continue.
- High level of staff turnover and lack of institutional memory can affect project outcomes.

- The provision of basic infrastructure as a component of the project can help sustain project activities.

## **Concluding good practices and lessons learnt**

### ***Strategic relevance and project design***

- Maintaining the organisations fundamental mandate of working with child labour with a medium and longer term rather than being drawn into emergency relief work.
- The contextual approach followed by IPEC led to a dual focus of including project activities that create an enabling environment as well as a focus on more targeted interventions.
- The inclusion of activities that focused on withdrawal and prevention based on IPEC's definitions of the concepts was in accordance with IPEC practices. However the implementation of the project proved that it was not as easy to adhere to the accepted modes and adjustments reflecting the ground reality was needed.
- In the event that extensive situation analysis, needs assessments, piloting of project elements were not possible within the emergency context, IPEC relied on building on previous successes. This method has been a key element in developing a relevant project as well as speeding up the design phase.
- The IPEC post-tsunami initiatives brought together a range of actors working on child labour issues. At each operational level attempts were made to strengthen or create a forum for discussion bringing together different partners creating a space to collaborate within a common mandate of child protection.

### ***Implementation and achievement***

- Of the project activities developed under this project, those that have been implemented within the targeted intervention components seem to hold more promise within the project time span than attempts to affect policy.
- The difficulty in including men in projects is one that is not just faced in an emergency but is also encountered in a normal context. This project highlights how the lack of presence of men could affect overall efforts on reducing child labour.

### ***Sustainability***

- The need to involve partners, especially local partners in project development was considered important as was done to some extent in this project. This can create a sense of ownership amongst the partners and helps localise the project.



## Part 1: Background and Overview

### 1. Introduction

The ‘Emergency Response to Child Labour in Selected tsunami Affected Areas in Sri Lanka’ project (referred to as the IPEC Tsunami Project in this report) concludes on the 31<sup>st</sup> March 2008. The Final Evaluation is being carried out during the last two months of the project by the Centre for Poverty Analysis (CEPA) contracted as the independent evaluators by the Design, Evaluation and Documentation section (DED) of ILO-IPEC, Geneva.

### 2. Evaluation Objectives and methodology

As per TOR provided to the Independent Evaluators by DED, the purpose of the evaluation is to:

- Determine if the project achieved its stated immediate objectives (including specific targets) and explain why or why not and to assess the overall and specific outcomes and impacts of the project in terms of sustained improvements.
- Draw lessons from the experiences gained during the period of implementation, show how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in the broader terms of action against child labour in the context of any future emergency response projects.

The IPEC Tsunami Project comprised a number of components which were all standalone projects (Action/Mini Programmes) in their own right. The achievement of the objectives of the individual projects was expected to lead to the achievement of the objectives (Immediate Objectives 1 and 2) of the overall IPEC Tsunami Project.

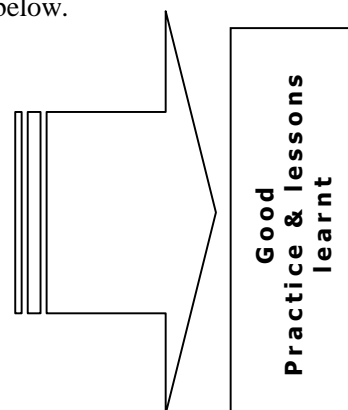
This evaluation focuses on assessing the overall IPEC Tsunami Project, and components of which have been evaluated as contributors to the overall project. Brief case studies were developed for the individual components of the projects as a means of consolidating the different elements and where possible, the experiences and outcomes in relation to the overall project.

#### 2.1 Evaluation Framework

The evaluation is based on the linking of the project life cycle to the evaluation criteria of relevance, effectiveness and impacts<sup>2</sup>. The process is visualised in the diagram below.

**Figure 1: Evaluation Framework**

Evaluation logic→ Project logic	Relevance	Efficacy	Impacts
Design	X		
Implementation		X	
Phasing out and sustainability			X



<sup>2</sup> In this report “Impact” should be understood as marked effect/influence or outcome.

In ILO/IPEC “Impact” is referred to as what takes place at the far end of the results chain, rather than more immediate outputs or outcomes.

Linking the evaluation criteria to project cycle; while the relevance criteria have an application in the implementation and phasing out stages of the project, it is most critical in the design phase of the project. Here, the main evaluation issues are:

- How relevant was the project objectives in identifying the problem?
- Was the design of the project capable of meeting the objectives?

The efficacy criteria look at the outputs and achievements of operationalisation of the design/plan and the extent to which they met the objectives. Indicators and means of verification developed by the project design will be absorbed into this segment.

The impacts criteria conceptualises change in a broader context and is particularly important in the longer term sustainability of the project. The impacts also look into the unintended, unexpected changes that occur during the life of the project.

## **2.2 Sources of information**

The evaluation method uses multiple sources of information as well as multiple methods of collection to verify information. Triangulation of information received is a core principle followed in information gathering as a means of verifying information, especially information of a qualitative nature.

Information was gathered from the following sources:

- IPEC Project personnel
- IPEC and Action Programme (AP), Service Contract (SC) and External Collaboration (EC) documents including Technical Progress Reports for 2006 and 2007, Mid Term Evaluation, and Progress Reports of partners
- Staff of APs, SCs and ECs
- Direct and indirect beneficiaries
- Stakeholder workshop; included personnel from the policy level, ILO and IPEC personnel and staff from APs, SCs and ECs and local donor representative.

The following tools for information gathering were used:

- Focus Group Discussions
- Key person interviews
- Observation
- Stakeholder Workshop consultation

It should be noted that primary data collection was not undertaken in Trincomalee district under the Kinniya Vision AP due to restrictions on travel placed on the evaluation team by UN/ILO's security concerns. Much of the analysis and reflections in this report of this component were drawn from the project documents, a meeting held with the Kinniya Vision team in Colombo and discussions during the Stakeholder Workshop. The AP implementing partner organisation personnel travelled from Trincomalee to attend the Stakeholder Workshop and the CEPA team met with them prior to this.

### **3. Brief Overview of IPEC Tsunami Project:**

The IPEC Tsunami Project commenced on 31 March 2005, just over 3 months from the date of the tsunami. Within the large scale devastation caused by the tsunami, the IPEC project focused on issues facing affected children and their increased vulnerability as a result of this affectedness.

The project document (PRODOC) highlighted child labour as a gap area in child related problems identified by the Sri Lankan authorities and international organisations in the post-tsunami relief and rehabilitation efforts. It was felt that ‘unless the child labour issue is part of the wider response, all efforts to address children in crisis in high prevalence areas will be grossly inadequate. ... A programme that specially focuses on child labour is urgently needed’ (PRODOC: 6).

Within the context of an over-crowded aid environment, IPEC saw as its comparative advantage the ability to see children and young people within the larger picture of crisis aggravated poverty and vulnerability. IPEC built on its expertise in addressing sensitive and critical child labour issues backed up by its international as well as domestic knowledge and experience.

The IPEC Tsunami Project was designed to respond to existing and emerging child labour issues while contributing to the country’s overall post-tsunami rehabilitation and development process. Hence, the project’s strategic objective was identified as;

- Supporting the Sri Lankan government to tackle issues of child labour in post recovery and reconstruction efforts in policy and programmes (PRODOC).

The project design followed a dual path to meet this strategic objective. At one level, the policy makers were supported to integrate child labour concerns in to the country’s overall emergency response, while at a more micro level, targeted interventions to reduce and prevent child labour in selected regions. In line with this dual path, the immediate objectives of the project were identified as;

- Enabling Environment: The capacity of relevant government, media, international relief and reconstruction organisations, and NGOs (district and central level) will have been strengthened, enabling staff and community members to integrate child labour issues into post-tsunami reconstruction policies and monitor the child labour situation in post-tsunami environment.
- Targeted Interventions: Flexible and speedy response will have been provided through Community Centres to tsunami affected children and their parent/guardians in selected areas (PRODOC).

While these strategic and immediate objectives were accepted, the project design also noted that ‘an emergency situation is an evolving one and it is anticipated that the objectives will require refinement after the project implementation begins and periodic revisions there after to ensure that IPEC’s efforts are most strategically focused on the achievement of the goals set out in the project’ (PRODOC: 7)

The design of the project sought to operationalise the objectives via a series of interrelated activity areas:

<b>Enabling Environment</b>	<b>Targeted Interventions</b>
<ol style="list-style-type: none"> <li>1. Policy and programme support to planning units of target ministries on appropriate child labour responses in emergencies.</li> <li>2. Inter-sectoral co-ordination mechanisms for the interaction of child labour issues into a variety of national and international rehabilitation and reconstruction programmes.</li> <li>3. Awareness raising campaign to mobilise key decision makers to address issues of child labour in emergency programmes.</li> <li>4. Support the MOE to increase school enrolment and retention rates of tsunami-affected children.</li> <li>5. Support to key partners to undertake action against child labour in selected tsunami-affected areas.</li> </ol>	<ol style="list-style-type: none"> <li>1. Community Centres (CC) in selected areas established and capacity enhanced.</li> <li>2. CCs operate preventive and rehabilitative services to tsunami-affected children.</li> <li>3. A comprehensive referral and follow up system for children and their parents</li> <li>4. Mechanism and process to monitor the child labour situation at the district level.</li> <li>5. Formal, non formal and vocational education.</li> <li>6. Support to enable families/guardians of working children and children at risk in selected areas of project intervention to have access to local and national safety nets.</li> </ol>

The project objectives were developed and translated into activity components so as to maintain both an internal and overall coherence. All sub-projects (action programmes, service contracts and external collaborations) undertaken were developed with their own objectives, outputs and sustainability which would in turn feed into the overall objectives of the IPEC Tsunami Project.

## **Part 2: Evaluation Findings**

The findings of the evaluation are presented along the project cycle stages of strategy and design, implementation and sustainability. Good practices are drawn out from the experiences of the project and are presented highlighting overall lessons learnt where relevant.

### **1. Strategy and design**

#### **1.1 Relevance of strategy to context**

The extent to which the strategic direction is relevant to the context and problem the project wishes to influence is key to achieving overall impact.

In both the strategic focus and operational approach IPEC stayed with its institutional comparative advantage of focusing on child labour simultaneously from a policy and operational angle.

The problem and outcome analysis during project preparation has built on the existing knowledge on nature and trends in child labour in Sri Lanka, the international experience of impact of large scale emergencies on child labour and vulnerability, and the policy, and legislative activities in Sri Lanka, in addition to information collected by different international agencies, NGOs and government agencies. Considering the numerous attempts to collect information during the tsunami this approach of using and basing project design on existing knowledge is commendable. Much of this knowledge gathering that took place during the post-tsunami period was not undertaken within a data collection environment.

It identified child labour and vulnerability to child labour as a gap area in post-tsunami relief and rehabilitation work despite the extensive focus on children by both national and international interventions and assistance. Tsunami affected children who suffered the loss of family support, loss of educational opportunities, were traumatised by the disaster were identified as being highly vulnerable to abuse and exploitation. These children faced a high risk of engaging in child labour, which could often be exploitative and hazardous in nature. The aggravation of existing poverty conditions in the emergency context would increase the likelihood of children being sent out to supplement inadequate household earning. The impact of the emergency on children were seen as varying across time and space, leading to the need to consider the medium and long term as well.

The project's strategic objective seems to have been derived more from the ILO-IPEC's institutional mandate than a detailed problem analysis given the emergency nature of the ground situation during the post-tsunami period. However the immediate objectives are more reflective of the problem analysis carried out during the project development stage. The focus was on supporting efforts of the state agencies specifically identified as mandated and operational in the post-tsunami child labour context under the 'enabling environment' objective.

The 'targeted intervention' focused on reducing the vulnerability of children to child labour that also focused on a withdrawal component in keeping with IPEC standards while leaning more towards prevention in trying to affect a wider group of vulnerable children. However, both objectives were seen to be closely linked and supporting each other.

‘the project’s objectives are designed to reinforce and complement each other at different levels. In general terms the work relating to policy and capacity building will contribute to the prevention of child labour in the medium to long term. Conversely, the direct actions constitute a means for translating important policy measures into concrete interventions at the local level. This is very much in the spirit of IPEC’s overall approach during normal times but with more emphasis on the emergency needs of affected children who are vulnerable to exploitation and of the needs of their parents’ (PRODOC: 14).

Three years following the tsunami, the consensus according to stakeholders’ discussions appears to be that the factors leading to vulnerability to child labour did significantly increase, as the level of (extended) family vulnerabilities and desperations increased. The engagement in child labour was thought not to have been significantly affected due to the tsunami and in the immediate post-tsunami period; children in these districts continued to engage in similar forms of child labour as in the pre-tsunami context. In addition however these discussions noted exploitative use of children as representatives of the family, especially in camps, to attract aid to individual households.

There also seems to be a possibility that the post-tsunami environment had a child labour reducing effect as children were pulled into multiple child focused tsunami-aid generated activities including educational activities (previously in Galle children used to help with the cinnamon trade – they started going to classes as a result of the tsunami effort and that meant that they could not carry on with labour related activities).

The policy environment and the involvement of state institutions issues relating to child labour were primarily in the area of education thus linking to reducing vulnerability. It also stemmed from IPEC’s overall vision that formal or non formal education given to children, parents and communities, help to prevent child labour. Giving vocational education to parents and older siblings is considered useful within this mandate as the more economic strengthening that is offered to the family the greater the chances of retaining children in school.

The strategic focus of reducing vulnerability seems to have been the most relevant to the context. The focus on policy changes and the need to back up ground level interventions which changes in the socio-economic, institutional and policy context was also seen to be highly relevant.

Hence, the strategic direction of the IPEC Tsunami Project could be seen to be relevant to the context they wished to influence. Further, the strategic decision staying with the IPEC overall orientation i.e. the contextual approach and dual policy implementation focus was a sensible way to address the post-tsunami needs rather than be lured into emergency relief. This is particularly important given that many established organisations were unable to maintain this professional distance in the face of a disaster of this scale and most importantly international attention and pressure.

At no point did the project establish how it defines an emergency context. This is particularly relevant given that the project was trying to work within a relief setting but implement a project that involved more medium to long term objectives. It was also relevant given that a part of the project was operating within a dual emergency context in Kinniya – conflict and tsunami. It is recommended that this be a component for future project design and implementation that will then have project staff devising strategies in relation to this definition as it would with child labour oriented definitions. It would take note of the varying institutional mechanisms that

operate within these contexts as well as the ground level realities that the project will have to grapple with.

### **Recommendations:**

**Comparative advantage:** Remain within the institutional comparative advantage of focusing on child labour simultaneously from a policy and operational angle when trying to work in an emergency context that necessitates swift actionable programmes.

**Existing knowledge bases:** Use and build on existing knowledge on the nature and trends in child labour in the country, the international experience of impact of large scale emergencies on child labour and vulnerability, the country specific policy and legislative activities and resources made available through the efforts of other agencies – state and non-state.

**Emergency context:** There is a need to define an emergency context. This is particularly relevant when a project tries to work within a relief setting but implement more medium to long term objectives. It was also relevant when projects operate within a dual emergency context such as in Kinniya – involving both conflict and tsunami. It would take note of the varying institutional mechanisms that operate within these contexts as well as the ground level realities that the project will have to grapple with.

## **1.2 Relevance of design to objectives**

### **1.2.1 Overall project**

The objectives of the project call for a design that integrates both capacity building, which contributes to creating an enabling environment, and direct interventions which has an immediate impact on children. The enabling environment is understood as cutting across from national to local level policies and increased capacities of a wide range of stakeholders within this sphere.

Within this breath of intervention that the strategic direction and objectives calls for; together with the fluidity of the post-tsunami environment, both in terms of ground realities and national institutional and policy response; has made the design of the project particularly critical.

The base of the design lies in incorporating multiple actors and action programmes to build up the overall IPEC Tsunami Project. The 2005 project design document provides detail mapping of institutions and activities which make up the project. A concerted attempt has been made to provide clarity in terms of the range of stakeholders and interventions included in the design. It should be noted however that the institutional environment has changed considerably since then and this has affected operational aspects of the project. It is recommended that a certain level of flexibility be included into institutional involvement during project design stages.

Some important design elements which facilitated reaching of project objectives:

- The framing of the project as made up of a series of individual components which are both stand-alone action programmes as well as integral contributors to the whole.
- Incorporation of stakeholders from the national level (e.g. Ministries, Authorities), regional level (e.g. DCDC, zonal officers) to the local level that interacts with households (primarily via APs implemented through partners on the ground).

- Incorporation of stakeholders across functions i.e.: providers of information to policy and decision making, policy and decision makers, implementers at different levels, networks and information managers.
- Acknowledging the inter-linkages between the institutions and functioning of the enabling environment and that of the targeted interventions.
- Partnering actors that have both a national and grassroots presence and actively working with the multiple levels (e.g. Ministry of Education to individual teachers, implementers such as NWC, Don Bosco and Kinnya Vision) was with an interest to influence policy influence at multiple levels.

The main challenges to this design orientation have arisen from the gaps in knowledge regarding the post-tsunami environment. The emergency nature of the problem did not allow for long and detailed project preparation.

The method of basing the project on existing knowledge has been more successful in terms of understanding child labour issues than in managing the institutional/stakeholder context. The unprecedented flow of national and international assistance to the tsunami affected regions and households meant a duplication of interventions, contradictory methods of operation, unequal spread of assistance, etc which aggravated the disorder created by the emergency context.

The key design elements that assisted the IPEC project to meet these challenges were the stability, ability and flexibility that was inbuilt into the project.

- Choice of partners with a long history in the sector, and definite post-tsunami existence. (A possible exception is Kinnya Vision)
- IPEC components feeding into larger objectives and functions of the partners.
- Developing a range of interventions which led to a single overall objective.

This enabled adjustment of activities to reflect the changes in context, while remaining within IPEC objectives.

### **1.2.2 Specific design elements:**

#### **Targeting:**

Selecting of target regions, target interventions, target partners and beneficiaries are included under the theme of relevance of targeting to reach project objectives.

#### ***Target regions:***

Galle district (with Kogalla as the project location) in the Southern Province and Trincomalee district (with Kinnya as the project location) in the Eastern Province were the chosen project locations.

The criteria for the selection of target regions have been given as (PRODOC):

- Magnitude of devastation due to the tsunami
- Low school enrolment and literacy rates
- Low socio-economic development
- Lack of programmes aimed directly at the elimination of child labour
- Lack of support mechanisms for working children



The focus on the conditions that increase vulnerability and focus on interventions which impact on children in labour reflects the orientation of the objectives. A further criteria which looked at the enabling environment (e.g. presence of / operation of institutions identified as key players in the enabling environment) would have further strengthened the link between the project objectives and the regional selection criteria. Rationalising selection which included features of an enabling environment would have strengthened the basis on which specific locations were selected. This process is not stated as clearly as provincial selection was undertaken. However, in the Project Design document, these criteria are given as the base for selecting the Southern and Eastern provinces.<sup>3</sup> The criteria for selecting the specific districts and the specific project location are not specified in the design document.

However discussions with the IPEC project team revealed that certain experiences were drawn on during operationalisation that could have been incorporated into the design stage. These include:

- A previous local IPEC presence
- Using models tested/implemented in other circumstances
- An inclusive approach to include not just tsunami affected children but also non-affected children to capture children who had been previously missed.
- Accessibility - especially in the case of the Eastern Province and Kinniya

Given the scale of the project resources and targets, limiting the interventions to targeted areas was a strong design decision. The regional targeting was more relevant to the Targeted Interventions (IO2) than for activities designed to meet the Enabling Environment objective (IO1). Given the policy and national level orientation of IO1, the activities were designed to be implemented at the central and institutional level rather than have a regional focus.

### ***Targeting interventions and sectors:***

Reflecting the orientation of the project objectives and that of IPEC, the design of the project focuses more on education based interventions to prevent vulnerable children entering employment. This is reflected in the intervention areas of:

- Community Centres established and capacity enhanced,
- Operate preventive and rehabilitative services,
- Comprehensive referral and follow up system for children and their parents

Complementing this, the project focused on interventions which increase the employability/income generating ability of alternative income earners (reflected in the focus on formal, non formal and vocational education for elder siblings, parents, and guardians) and of the households (reflected in access to local and national safety nets). General awareness creation on child labour related issues for groups that are dealing with children, ‘at risk’ groups was another focus.

### ***Picking partners:***

The design orientation of the project calls for the overall project to work with a large network of partners. Some of whom will be directly involved in implementation, others whose support will be critical for implementation and achieving of objectives.

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<sup>3</sup> The coastal areas of four provinces were affected by the Tsunami. This included all the districts in the Eastern and Southern provinces and some districts in the Northern and Western Provinces.

In identifying partners the project design has looked to two main categories: known partners, and critical players. Combining of these two groups is vital for the achievement of the objectives. While a purely implementing project might allow for working with known partners only, the creation of an enabling environment demand the inclusion of critical players.

Here too, the project has sought to supplement the lack of time for detail mapping with existing knowledge of the institutional and policy context. In addition, space for flexibility in picking partners for operationalising the targeted interventions has provided space for overcoming time and space limitations faced at the design stage.

### **Target beneficiaries:**

While children can be seen as the overall final beneficiaries, the two levels of objectives target different groups that are linked to issues of child labour.

The objective related to targeted interventions, clearly sets out the direct and indirect beneficiaries. Children working prior to the tsunami and continuing to do so post-tsunami, and tsunami affected children who are at risk of entering child labour is the primary group of direct beneficiaries. The indirect beneficiaries are identified as siblings and families of working children.

Irrespective of the distinction made as ‘direct’ and ‘indirect’ beneficiaries, the project has specific interventions which directly target all these groups.

The target groups linked to the enabling environment objective are predominately state and non-state officials, institutional groups, academics and activists, community leaders etc. These will be targeted at the central, regional and ground level.

Attempts to influence potential employers – parents and non-parents needs to be more pronounced in a discussion about areas that the project was trying to influence. In this case the attempt to reach parents, especially mothers is noted however attempts to influence non-parents as employed is not as clear in the reporting and discussions. This report notes elsewhere that even amongst parents the participation of fathers is minimal and needs to be consciously encouraged in future projects given his role within the household as a key decision maker.

In addition to identifying the target groups, the design document also identifies target numbers, especially for beneficiaries linked to IO2. There is however, a lack of clarity as to how the target numbers were arrived at given that there was no baseline to draw from.

### **M&E and project steering:**

The context, within which the project was operating as well as the design orientation of the project, necessitated monitoring and evaluation to play a key role in ensuring the project objectives were met.

Even though the IPEC project was not conceptualised as an emergency relief project, it needed to be designed and implemented in a time span shorter than that of a mainstream project. There was limited time and space to carry out detail baseline, pilot test design, etc. This together with the highly fluid post-tsunami context gives a critical role for M&E in both project steering and reporting during the life of the project. In addition, there is a need to track if outputs are in fact leading to the achievement of project objectives via translation into outcomes.

The project steering function of the IPEC project follows the overall design of multiple components making up the whole. The project design document sets out the need for developing individual M&E plans for the components to enable reporting to IPEC as well as project steering.

For the overall IPEC project, the primary tools for project steering were the mid-term review and the Project Advisory Committee. PAC was expected to help in monitoring and steering the project albeit it was noted during the Stakeholder Workshop that given the large field presence of the project it was difficult to operationalise. The established IPEC procedures were used for both reporting and project steering decisions which involved the international donors.

The project design document presents indicators and means of verification for each of the objectives. There is a very strong bias towards quantifiable indicators with simple number of activities and beneficiaries being the main focus.

The positive aspect of the indicators developed is that some attempt has been made to develop a more accurate/complete picture via the use of multiple indicators. For example, numbers enrolled has been complemented by retention rates.

There are however, severe shortcoming when the design includes only quantitative indicators to monitor the reaching of objectives which have key concepts such as ‘capacity building’ ‘enabling’ ‘strengthening’ in IO1 and ‘speedy’ ‘flexible’ in IO2.

The limited ability of quantitative indicators to provide information on quality of achievements, especially when achievements are related to change in knowledge base, attitude etc as is envisaged by the awareness creation components of the project, is well known. The design of the project would have greatly benefited from the inclusion of a qualitative orientation to the indicators.

Another aspect of the design that needs to be considered in line of its relevance to meeting the project objectives is the limited focus on outcome. Despite the intention for indicators to be results oriented, the main focus is on tracking the operational elements of the project and the reaching of output targets. Once the targets are reached, the next step of enquiring if reaching of targeted enabled the reaching of objectives i.e. whether the outputs have been converted to outcomes needs greater focus in the design.

## **Recommendations:**

**Institutional environment:** Given the volatility of the institutional environment the range of stakeholder and interventions proposed initially are subject to these changes. It should be noted that the institutional environment has changed considerably during the course of the project and this has affected project operational aspects. It is recommended that a certain level of flexibility be included into institutional involvement during project design stages given that the project needs to work within a limited knowledge environment and does not allow for long and detailed project preparation.

**Targeting specific locations:** Rationalising selection which included features of an enabling environment would have strengthened the basis on which specific locations were selected. In the Project Design document, these criteria are given as the base for provincial selection. The criteria for selecting the specific districts and the specific project location need to be made as explicit.

**Picking partners and critical players:** In identifying partners the project design has looked to two main categories: known partners, and critical players. Combining these two groups is vital. While a purely implementing project might allow for working with known partners only, the creation of an enabling environment demands the inclusion of critical players.

**Targeting beneficiaries:** Attempts to influence potential employers – parents and non-parents need to be more pronounced. Attempt to reach parents, especially mothers is noted, however attempts to influence non-parents as employed is not as clear in the reporting and discussions. Amongst parents the participation of fathers is minimal and needs to be consciously encouraged in future projects given his role within the household as a key decision maker.

**Involvement of men and women:** Women's involvement in project activities is easier than men. Men are noted as being more difficult to involve in project activities unless it involves livelihood activities. This participation should be used to also include other programmes that would have focused on attitudinal change towards child labour and protection issues. The focus on men is also linked to longer term project objectives of encouraging attitudinal changes. Hence the involvement of men is necessary if one is considering and upholding the need to change mindsets. Longer term attitudinal changes are also relevant in looking at institutions and structures that have been developed to deal with child vulnerabilities. The state institutions that deal with child protection issues need to consciously factor in a balanced gender analysis in their work, noting the need to involve both men and women just as they do focus on improving conditions of girls and boys.

**Baseline information:** In an environment that limits the appropriation of baseline information such a project should explore the critical role that monitoring and evaluation plays in both project steering and reporting during the life of the project.

**Impact and outcomes:** There is a need to track outcomes. The design document identifies target numbers, especially for the targeted interventions. There is a very strong bias towards quantifiable indicators with simple number of activities and beneficiaries being the main focus. There are shortcomings when the design includes only quantitative indicators to monitor the reaching of objectives which have key concepts such as 'capacity building' 'enabling' 'strengthening' in IO1 and 'speedy' 'flexible' in IO2. The design of the project would have greatly benefited from the inclusion of a qualitative orientation to the indicators.

## **2. Implementation and achievement (achieving outputs and outcomes)**

Following the design orientation, the IPEC Tsunami Project entered into nine contracts with institutions and individuals under the two immediate objectives. Five of these were categorised as Action Programmes (APs), one Service Contract (SC), one Mini Programme (MP) and two External Collaborations (ECs). The MP, SC and ECs were undertaken to support the overall project.

With the exception of the SC, all other contracts had objectives and outputs that were specific to the individual contract in addition to contributing to the overall IPEC Tsunami Project outputs and objectives. Hence a number of projects worked in the same output area as well as carried out similar activities.

Given that this is an evaluation of the overall IPEC Tsunami Project, the implementation and achievements have been evaluated in line with their contribution to the outputs identified in the IPEC Tsunami Project document, which in turn contribute to the achievement of the Immediate Objectives (IO1 and IO2) of the project.

The project partners range from predominately state agencies for IO1 to trade unions, religious organisations, local NGOs for IO2. The timing of the start days of individual projects as well as duration of implementation vary greatly. While this is intended by the design of the IPEC project (e.g. NIE) at other times it has been a function of delays and inability to reach agreements with potential partners (e.g. Replacement of PCC with Don Bosco).

A brief summary of the contracts/projects is provided as case studies in Annex 1 while the following table illustrates overall project objectives and the placement of individual contracts within these objectives.

**Table 2.1: Objectives of the IPEC Tsunami Project and activities within it**

<b>Strategic Objective: Support Sri Lankan government to tackle issues of Child Labour in post recovery and reconstruction efforts in policy and programmes</b>							
<b>IO 1</b>	<b>Component 1: Enabling Environment</b>			<b>IO 2</b>	<b>Component 2: Targeted Interventions</b>		
	The capacity of relevant government, media, international relief and reconstruction organisations and NGO institutions (direct and central level) will have been strengthened, enabling staff and community members to integrate child labour issues in to post tsunami reconstruction policies and monitor the child labour situation in the post tsunami environment.				Flexible and speedy response will have been provided through community centres to tsunami affected children and their parents/guardians in selected disaster affected areas.		
	<b>Title</b>	<b>Organisation</b>	<b>Duration</b>		<b>Title</b>	<b>Organisation</b>	<b>Duration</b>
1	AP - Enhancing the capacity of the Ministry of Labour Relations to integrate child labour Issues in to post tsunami responses	Ministry of Labour (MOL)	July 2005 to Feb 2008	2	AP - Preventing trafficking of tsunami affected children in to exploitative employment	National Workers Congress (NWC)	July 2005 to Dec 2007
3	AP - Strengthening the capacity of the NCPA to mobilize tsunami affected communities in Sri Lanka to prevent the trafficking of affected orphans into exploitative employment	National Child Protection Authority (NCPA)	April 2006 to Jan 2008	4	AP - Preventing Child trafficking for labour exploitation in the tsunami affected AGAs divisions in the Galle district of Sri Lanka	Don Bosco (DB)	June 2006 to June 2007
5	MP - Need Survey and curriculum development	National Institute of Education (NIE)	June 2005 to Aug 2005	6	AP - "HOPE" integrated Community Centres for the protection and reintegration on Children affected by tsunami in Trincomalee district.	Kinniya Vision (KV)	
7	SC - Tsunami Database	Apeksha	Sept 2006 to Feb 2008				
8	EC – Training of Teachers on the ILO's Teacher's Kit on Child Labour	Dr. Yasanjali Jayathilake	Dec 2007 to Feb 2008				
9	EC – MOL Consultant	Mr. Ranaweera	Feb 2006 – Dec 2006				

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This section of the evaluation considers the implementation and achievements of the project under each output, as identified in the project design as well as considers possible outcomes created.

## **2.1 IO1: Enabling Environment**

Two Action Programmes with the MOL and the NCPA form the core of the activities leading up to the outputs envisaged under this objective. In addition, contracts were entered into to support the core activities. These included the ECs with a consultant from the Sri Jayawardenapura University, and a consultant for the Mini Programme with MOL and the Service Contract with Apeksha.

Despite the fact that the objective intends to build capacities of relevant government, media and international and national NGOS, the direct partners of the IO1 projects are all from the state sector. The project relied on building the capacities of other stakeholders through the networks and trainings conducted through these groups. This has enabled focusing on a wider group of stakeholders and this gap of not directly targeting these groups has not had severe implications on reaching the planned outputs.

### **1.1 Planning units of target ministries are provided with policy and programme support to develop proposals on appropriate child labour sensitive responses in emergency situations**

*Projects/components that contributed to this output:* Formation of the National Working Group/Project Advisory Group, provision of technical support by IPEC to the Project Advisory Committee (PAC), advisory support to the development of proposals on effective child labour response.

A National Working Group (NWG) or a National Task force as part of the National Steering Committee (NSC), led by the MOL, was to be established including members from central government, civil society organisations, workers and, employers and UN agencies as well as from concerned international organisations (PRODOC).

Technical assistance would be provided to the NWG for a contextual analysis of the impact of tsunami on child labour situation in the country including analysis of trends, current initiatives and establish linkages. This approach would help rationalise and target appropriate child labour responses at the national and provincial levels as well as influence the integration of child labour issues to emergency efforts of national and international agencies. The NWG was also to provide advisory services to concerned ministries and international organisations on issues pertaining to child labour, promote co-operation and ensure co-ordination (PRODOC).

As the project was implemented the NWG was operationalised more in the form of a PAC with national representation and tripartite participation (state, workers, employers) which held periodic meetings during the life of the project to assess project implementation and attempt to engage in knowledge sharing activities.

Discussions at the stakeholder workshop highlighted that the PAC played a steering function as well as being involved in the design and selection of APs and implementing organisations. It was

noted at the workshop that PAC's role in the project also included monitoring and follow-up activities but this was not easily operational as a result of the heavy field presence of the APs and the inability of the PAC to undertake this involvement. While the PAC played an important role in the design of APs and selection of institutions to undertake project activities its role in management and project steering of the individual components and the overall IPEC Tsunami Project as it was mandated to do is less clear. There is no clear evidence of its wider relevance to national and international efforts as was the design intention.

In addition, the plan to take the PAC to the district level was abandoned as a result of the presence of the DCDCs and CLMUs – also supported by the IPEC Project - at the micro level. It was evident through discussions with stakeholders that the DCDCs, to some extent and CLMUs, to a greater extent had a wide membership, strongly supported by the state structure and there by a greater outreach.

In terms of modalities of implementation, issues of timing and delays are constantly noted in the documentation and discussions held with various partners/stakeholders. There is a need to adhere to various levels of protocol and reporting practices and this has been known to delay and disable some activities.

The shifts and constant changes within state institutions in relation to personnel as well as institutions themselves pose their own difficulties. While the difficulties of working within bureaucratic state institutions is constantly mentioned this evaluation would like to make special note of the changes within the NCPA both in relation to personnel as well as an institution that wielded more authority under the Executive President than as a unit within the Ministry in charge of women and children, which affected the implementation of the AP.

The restructuring of the NCPA under the Ministry of Child Development and Women's Empowerment has necessitated a few adjustments to the working modalities and this has caused delays in implementation. However, strategic work in terms of rolling out the minimum standards guidelines to non-NCPA run facilities has reaped the benefit of the NCPA being within the MOCDWE framework. The latter oversees the Department of Probation Rehabilitation Centres and this has facilitated minimum standards implementation through the Department. Certain officials also noted in their discussions with the evaluation team that there was potential for conflict amongst various state departments and this could lead to overlap in activities.

The project reports point to the possibility of longer term, nationwide impact of knowledge bases on the post-tsunami situation being further developed and incorporated into the national Time Bound Programme development of IPEC. This would need to be followed up to ensure that the provision of technical support is monitored and documented. This has further implications on the support and input that ILO/IPEC could have on the operationalisation of the Government's 10 Year Horizon Development Plan in respect of child labour issues.

Efforts to increase the knowledge base on child labour in the post-tsunami context is further evident from the assistance provided for developing the post-tsunami Child Activity Survey with Ministry of Labour and Department of Census and Statistics. It appears that negotiations are still underway at the end of the project; however the IPEC team was confident that this would result in a comprehensive database on child activity in Sri Lanka. It is anticipated that the technical assistance provided by IPEC will lead to a more focused identification of child activity in the country that can be used to identify locations and needs of vulnerable children.



## **1.2 Inter-sectoral co-ordination mechanism further strengthened for the integration of child labour issues into a variety of rehabilitation and other reconstruction programmes at the provincial and district levels**

*Projects/components that contributed to this output:* Policy support to the DCDCs, building effective partnerships towards joint programming opportunities, working with UN organisations (UNHCR, UNFPA and UNICEF) to develop a strategy for preventing, monitoring and responding to child labour.

It was envisaged to combat child labour through multi-sectoral efforts which would entail identifying and bringing together key governmental and non-governmental organisations (NGOs) in relevant sectors, employers and workers' associations (PRODOC). This would focus on establishing strong linkages with a view to minimise replication and wastage of resources.

### **a) District Child Development Committee (DCDCs)**

Key to achieving this output was via the IPEC support to the DCDCs, known at the time of project design as DCP (protection) Cs. The change in name of the DCDC from DCP (Protection) C was voiced as a positive change in this context by participants at the stakeholder workshop. They noted that it widened the child development focus to include wider protection issues thus broadened the scope of the institution.

As a multi-sectoral platform this approach was expected to integrate child labour issues into relevant sectoral policies and programmes at the district levels as well as share experiences from other child labour related efforts in the country. It was also supposed to integrate child labour issues in the local rehabilitation and recovery plans (PRODOC).

The Galle DCDC, which the IPEC seems to have had closest links to, is considered to be one of the most active and effective DCDCs. The Trincomalee DCDC on the other hand was harder to operationalise given the security context and buy-in by the local state administration. It was noted in discussions with the KV members that there was a lack of ownership by the state as this was an institution established by Save the Children. It was noted that this is improving now that the body is chaired by the District Secretariat which has also created a greater level of ownership.

Under the project the DCDC was able to take on issues that others were not in a position to, nor had the necessary capacity to have undertaken previously; and in turn take them to a national level platform by bringing them to the attention of the NCPA and the Department of Probation for addressal. However, the operationalisation of the DCDCs are also subject to the bureaucratic procedures of state institutions that have led to delays in operationalising their activities, in addition to being compounded by practical difficulties of accessibility and limited transportation facilities to work at a more local level.

### **b) Linkages with organisations working on the ground**

In addition to the formal networks and groups, the design of the IPEC Tsunami Project facilitated the use of semi-formal links to increase coordination among varying actors and increase the general orientation towards child labour issues. The geographical concentration, the IPEC project's fit into the overall objectives and orientation of key partners in APs and their networking ability as well as the flexibility of the IPEC project has enabled working with a range of partners in effecting an overall context.

For instance, under the IPEC project NWC provided vocational training with a view to strengthening the livelihood options of families of vulnerable children. However, the project did not provide equipment, start up capital which was vital for families which were either starting a new skill or rebuilding an enterprise lost to the tsunami. Linking with USAID enabled the completion of the activity via micro finance opportunities and equipment kits.

The KV project highlight the partnerships that have been developed with other organisations including UNICEF, Save the Children in Sri Lanka, the Global Fund for Children that has facilitated the continued operation of remedial classes, counselling services, vocational/skills training in the area of focus.

However, having said this the collaboration seems to be easier to undertake with non-state organisations at the micro level. KV faced some difficulties in collaborating with district level forums due to accessibility issues. It was suggested that good relationships and an understanding had to be developed with government authorities such as zonal education office, divisional secretariat, labour department and probation department during this process, as was illustrated by the close working relationship developed between the NWC and the state sector officials.

It was also noted that the emergency situation was able to bring together partners who had the potential to work before on these issues but had not for various reasons. The tsunami created, if not heightened a need to increase child protection that had to be addressed and various organisations linked together to try to achieve this.

Collaborations with partners, especially UN organisations have also shown some movement in the policy arena. UNICEF, Save the Children and ILO have been working closely with NCPA and the Department of Probation to support strategies for preventing, monitoring, and responding rapidly to child labour. The Child Sex Tourism Policy, a campaign including a child friendly hotline system initiated by the media committee, attempts to implement a joint strategy to support strengthening of DCDC undertaken in collaboration with UNICEF, Save the Children and Plan International as well as the MOCDWE and the NCPA, using the ILO Teachers Kit on Child Labour as a tool in the UNICEF programme of teacher training were identified as some steps in this direction.

However, there appears to be a need to improve on coordination and inter-linkages that have been built through this process. The formalisation of networks and partnerships that were generated by the common target of dealing with the post-tsunami situation will enable greater sustainability in a non-emergency context. While networks such as the DCDC have efficiency shortcoming, such formalised networks that bring together institutions that are legally mandated to deal with child labour as well as civil society organisations with an interest and expertise in child labour issues have a wide ranging and longer term existence.

### **1.3 An awareness raising campaign in place to mobilise key decisions makers to address issues of child labour in emergency programmes**

*Projects/components that contributed to this output: MOL and NCPA action projects*

This component was to create an improved enabling environment via awareness raising activities nationally and in selected districts in support of the integration of child labour issues into the

country's overall recovery plans. Target audiences and priority issues were to be identified and targeted messages developed to address these groups and eventually sensitise them to child labour issues. Target audiences would be at both the national and community levels (PRODOC).

Awareness raising was undertaken at the institutional and official level as well as at the community level with a view towards establishing maximum impact of such campaigns. At the partner institutional level the involvement of the MOL and the NCPA were key in undertaking these activities. During stakeholder discussions it was clear that these institutions did not attempt to create entirely new programmes but continued to work on campaigns that were already in place but expanded audiences or areas of discussion using resources made available via the IPEC Project.

For instance the NCPA undertook community awareness training programme, awareness raising programmes amongst police officers focusing on broadening their knowledge on the amendments to the penal code – involving inclusions of cyber monitoring, domestic violence etc. It is also evident that an effort was made to widen the outreach of these programmes to ensure greater impact by focusing on not just officers who are mandated to protect children but also others, such as crime officials, who have linkages to children and hence play a vital role in their safety. In addition to police officers, the programmes also targeted school van drivers and three-wheeler drivers.

In addition, a major target group were media professionals, for whom the focus was primarily on the impact of disasters on children and parents focusing on the risks imposed on working children and children at risk of becoming child labourers as a result of the disaster.

Awareness raising was not limited to the target districts of Galle and Trincomalee, but was also strongly focused on the central level – Colombo – in an attempt to maximise impact.

The campaign developed a series of materials, including manuals, leaflets, presentations, and videos focusing on specific content and adjusted the mode of delivery depending on the audience. Experts in the field of child labour and protection were drawn from within the partner organisations, which provided inputs to develop the material.

While the activities undertaken and numbers of persons reached are provided in the project documents, it is more difficult to assess the actual absorption of ideas or changes in behaviour due to increased awareness. Some attempt has been made to understand possible outcome by, for example, tracking the number of articles relating or mentioning child labour issues. However it is difficult to establish at this stage how these activities have led to meeting the wider objective of this project both due to the very limited tracking of qualitative changes, and also due to the potential time lag in seeing any indications of change.

However, when the evaluation team requested stakeholders to reflect on the impact of these programmes on the situation of child labour they did indicate being able to see some changes in time taken in referrals – which was noted to have reduced - as well as increases in complaints received in the areas that workshops had been conducted. These factors should be considered at a later stage when trying to assess impacts of this component of the project.

In addition, the motivation of the responsible institutions and officials to take forward the work can be considered a positive sign for potential impacts as well as sustainability.

Stakeholders noted that these programmes are being continued and would be completed using treasury funds in addition to conducting refresher programmes. The latter is under discussion but is indicative of attempts to assess and sustain the work undertaken within this component. However the availability and extent of funds for these activities is unsure and hence places a certain level of uncertainty in being taken forward.

#### **1.4 Support and training to the MOE to increase enrolment and retention rates of Tsunami affected children**

*Projects/ components contributing to this output:* NIE Mini Programme, Teacher Training Kit

Capacity building of education policy makers, managers and teachers both in the state sector and informal sector, promoting use of ILO material translation of the ILO Teacher Tool Kit, supporting direct interventions, needs assessment and curriculum development for introduction of open school, were the primary activities which were implemented to reach this output. This is also reflective of IPEC focus on prevention through the provision of formal and non-formal educational facilities to children.

Senior MOE officials from the General Directorates of Primary Education, Non-formal Education and NIE, both at the national and provincial levels would receive training on child labour and related educational issues. Training would focus on creating an understanding of the goals and objectives towards the elimination of child labour and how these can be linked to global strategies (Education for All). Training would also be conducted for teachers/school counsellors in schools in intervention areas with the main aim of equipping school personnel with the skills needed to increase the attendance, retention and academic performance levels of tsunami affected children (PRODOC).

A number of training programmes were undertaken focusing on these institutions but it is not clear the extent to which senior officials, especially from the MOE were a part of these trainings. The trainings focused on teachers in the non-formal education sector trained by the MOL.

As a step towards directly providing education to children outside the school system, the NIE had planned the development of an open school. Under the Mini Programme of the IPEC Tsunami Project, baseline survey and needs assessment for the provision of open school service was completed by the NIE. The baseline identified the needs of 687 children as potential users of the open school. Based on this the NIE developed an open school curriculum which focused on providing more flexible educational facilities for children.

This is another example of capitalising on funding made available by IPEC to operationalise a planned activity. While the needs assessment, and curriculum development was completed, it does not seem like the project helped in operationalising the curricula to the same extent and this could have implications for taking this work forward. However given that it is situated within an existing organisation that initiated the activity holds promise for continuity.

Use of ILO material – The support within this output areas was provided through certain capacity building exercises undertaken using the material that had been developed by the ILO. One case in point was the teacher training kit that was translated and used in a series of capacity building exercises undertaken for personnel working in the formal and non-formal education.

A total of five workshops were planned and undertaken closer to the end of the project, focusing on the Galle district and undertaken in Sinhala. The sessions were largely lecture oriented focusing on issues of child rights, definitions of children and child labour issues as well as psycho-social development of children in an emergency context. Teachers were the focus of this component as it was felt that they have a greater capacity to influence based on the bond shared between a child and a teacher.

While discussions with the trainer and some reflections from the trainees, who stated that the laws, definitions and the role of the teacher in preventing child labour were new topics for them, indicate a positive outcome it will be difficult to assess impact of this component given that it was completed at the end of the project.

**Suggestions for improvement/outcome orientation:** It would have been useful to include components into programme that would have provided some insights into how trainees would use this training in their work in an attempt to build concrete steps to taking this learning forward. This may have provided some indication of the potential impacts that these programmes could have on trainees and also be used in follow-up impact evaluations.

It was not clear why the training kit was translated only into Sinhala not into Tamil to be used in the Kinniya project. However it could be a component of expanding these activities and encouraging usage of this material in both local languages given the spread of child labour in the country and its high prevalence in conflict affected and estate sectors; both of which are predominantly Tamil speaking.

It was suggested by the consultant that these training programmes and toolkit be included into the training programmes undertaken by the NIE which has a wide network and hence able to influence a larger group of teachers both in the formal and non-formal education sectors. It was felt that IPEC is in an ideal position to push these activities and take them forward given their past work and collaborations with these organisations. It was suggested that these programmes could be done collaboratively with the MOE and other local universities by incorporating the material into their courses.

Methodological guidelines including the Minimum Standards Guidelines developed by IPEC and post-tsunami guidelines prepared by NCPA were translated into Sinhala and Tamil and centre staff received training. It was however noted that given the international context within which the manuals such as the Minimum Standards Guidelines were developed it was sometimes difficult to use. Given the local conditions in the context of limited resources it was not easy to provide children with their own space as was required by the guidelines and this was equivalent to a violation child's rights.

From a non-formal educational angle it was suggested that this could be taken forward through the remedial component and APs could build on their existing networks to take these programmes forward.

### 1.5 Support and training to key partners to undertake action against child labour in the selected Tsunami affected areas.

This output focused on influencing other players such as the DCDCs and other child protection bodies through the provision of education, including refresher course and technical advice on child labour.

The strengthening of agencies and networks, which have a specialised mandate on protection of children, was undertaken with a view to increasing the relevance and spread of the services offered to children. In keeping with the dual strategy of creating an enabling environment and targeted interventions, the partners identified here are those that have both an implementation mandate and interest while having a policy influencing ability. In addition the orientation of the project beyond the immediate emergency relief required partners with a long term existence and mandate.

A vital aspect in reaching this output is the identification of critical partners. The IPEC Tsunami Project has linked with groups that are led by the state structure as well as non-state groups.

#### **Box: Groups identified by IPEC for partnership**

**DCDCs:** Chaired by the District Secretary, with membership of key government agencies, and specialised NGOs, it is mandated to prevent child abuse via prevention, withdrawal via legal process and make recommendations on legal and administrative reforms.

**The Department of Probation and Child Care Services:** This is a key agency for the protection, care and rehabilitation of children in need of care and protection who would collaborate with the NCPA.

**School Attendance Committees (SACs):** SACs were established at the division level within the framework of UNICEF supported education programmes. Members include two school principles, representatives from each of the School Development Societies and selected teachers. Its main functions are to monitor school attendance of children in communities and to get non-school going children back to school.

**Child Protection Committees:** CPCs are community based groups and were established within the framework of the previous IPEC programme implemented by the NWC. CPCs are comprised of teachers, local NGOs, mothers' groups, religious bodies and representatives of other local institutions. CPCs play a key role in identification of the risks groups, assessing needs and finding local solutions.

The IPEC Tsunami Project worked with these groups to:

- increase the integration of child labour issues, both in terms of prevention and withdrawal in the post-tsunami programmes.
- monitor child labour issues in the emergency context as well as through the reconstruction and recovery phase.
- increase the available capacity of agencies to work at the different levels, central policy to community level implementation via specific capacity building.

- upgrade member skills and technical knowledge to respond to child labour issues in emergency situations.
- and increase the coherence of multiple interventions via networking and partnerships which are multi-sectoral and integrated.

Much of the issues raised in section 1.1 are also relevant here. While it is clear that at the end of the project much of the capacity building activities were completed. This is largely due to the project being able to build on existing practices and work with previous partners. However much of the capacity that was considered built within this component is no longer linked to the components that can affect the child labour situation in the country as a result of changes in job portfolios and bureaucratic procedures.

### **Recommendations:**

**Building partnerships:** The projects at the ground level have established important partnerships including UNICEF, Save the Children in Sri Lanka, the Global Fund for Children that has facilitated the continued operation of some project activities such as remedial classes, counselling services, vocational/skills training. These collaborations have been easier to maintain at the micro level. The formalisation of networks and partnerships that were generated by the common target of dealing with the post-tsunami situation will enable greater sustainability in a non-emergency context.

**Capacity building components:** Assessing the outcomes of capacity building activities should include components that provided insights into how trainees would use this training in their work in an attempt to build concrete steps to taking this learning forward. This may have provided some indication of the benefits that these programmes could have on trainees and also be used in follow-up impact evaluations.

**Taking action forward:** Link and mainstream activities, especially those that were undertaken as stand-alone activities to on-going work; linkages with the NIE and MOE are some examples. The material that is developed needs to take note of the local context and specificities; for example the usage of the Minimum Standards Guidelines.

## **2.2 Immediate Objective 2 (IO2): Targeted Interventions**

The immediate objective of Targeted Interventions was met through three Action Programmes carried out by National Workers Council, Don Bosco Institute and Kinniya Vision. In keeping with the IPEC Project design of individual action programmes leading to the overall objective, the three action programmes contribute to all outputs identified by IPEC under its IO2.

The regional focus is quite distinct in that NWC and Don Bosco work in the Galle district while Kinniya Vision works in the Trincomalee districts with greater focus on the Kinniya DS division. While all partners have followed a similar strategic orientation, in implementation the conflict context in the Eastern province has had a great impact on Kinniya Vision.

The institutional nature of these partner organisations to an extent reflect the different challenges faced at the ground level. NWC and Don Bosco are organisations with long intuitional histories and high stability. Their partnership with the IPEC Tsunami Project is only one of the many aspects of their work, and thus reliance on it is limited. Contrastingly Kinniya Vision has a short institutional history, much less established as an institution, and the IPEC Tsunami Project played a critical role in its institutional development.

Partnering with local organisations was undertaken on the basis of past linkages and presence on the ground. The NWC has numerous centres throughout that focus on various sectors that have child labour. In terms of the project area focus it had centres in Beruwela and Koggala that was working with children of migrant and garment sector workers in addition to working with affiliated groups such as the Fisheries Women's Courage Forum in Kudawella in the Galle district. KV works in an area that has had limited presence of NGOs and government despite being affected by the conflict.

## **2.1 Community Centres established and capacity enhanced in selected areas**

The establishment of the CC was envisaged to be a key factor to enable an area-based integrated approach that would create sustainable institutional mechanisms to implement a wide range of preventative and rehabilitative activities at the local level.

Establishing and enhancing capacities of CC were implemented in line with the particular needs of the partner. NWC was the only partner that had operational centres in the locations pre-tsunami. Don Bosco entered Ahungalle and Galle in the post-tsunami context. However, the buildings, land and other capital assets were financed via other institutional funding. Kinniya Vision was the only partner that received assistance to construct a CC.

Payment of salaries of dedicated social workers and teachers were the primary inputs provided under the IPEC Tsunami Project to enable an expansion of CC activities to meet the increased demand in the post-tsunami context.

To cope with the high demand for these services APs also engaged in outreach programmes, which entailed the APs linking with other partners. In Galle, NWC which worked with established partners in the state and regulatory agencies, as well as with the formal school system. Don Bosco's worked more with social networks made up of family members and religious groups. The networking and outreach process seems to have worked much better in Galle than in Kinnya. KV members mentioned that the uncertainty as a result of volatile security situation disrupted their links with some outreach partners as well as having weak organisational capacity and lack of expertise. Kinniya was also not easily accessible and this resulted in KV having to undertake these outreach activities themselves which was completed but added to their activities and workload.

A major issue in implementation has been the time scale. NWC commenced the Action Programme in July 2005, just over six months following the tsunami. This enabled the IPEC Project to provide considerable input to the activities of NWC. The partnership with Don Bosco however, was entered into more than a year later, following the cancellation of the attempted partnership with the Probation and Child Care. The timing meant that IPEC Project entered at a time Don Bosco was in the process of consolidating its activities in Ahungalle. This delay need not necessarily be perceived as an implantation weakness as it enabled IPEC to partner Don



Bosco once they had completed their initial phase of emergency relief which brought Don Bosco into the region. The longer term orientation of IPEC could be implemented better in the second phase of DB presence in Ahungalle.

Delays in commencing implementation in Trincomalee were linked to the lack of potential partners and accessing land to build the CC. The deteriorating security situation and restrictions added to the delay.

## **2.2 Community Centres operate preventive and rehabilitative services to Tsunami affected children**

This output is directly linked to the previous as it focuses on the services the strengthened CC will provide. These activities focus on both prevention and withdrawal. The service packages will be developed to include elements of information, psychosocial support, enrolling and retaining children in education, skill development for alternative livelihoods, and other products and services delivered through education and outreach programmes. Services would be provided within the wider context of the families, neighbourhoods, communities, schools and other groups and individuals influencing children's lives (PRODOC).

Preventive measures were identified at the design stage as being an easier and cost effective way of combating child labour and thus the project would focus on tsunami affected-children who were not working but are at risk of becoming child labourers (PRODOC). This orientation also reflects the overall IPEC approach which prioritises education.

The primary activities undertaken by the CC are to optimise school achievement and keep them attending school, via providing targeted children with remedial teaching, bridge and open school programmes and non-formal education within the CC. Complementing this the centres provided services to support the psycho-social healing process and provide recreational facilities that strengthen the social capital of a community of children at risk. This environment also created a space for children to engage in activities that supported return to a situation of normalcy (TPR 2007).

All the APs – Don Bosco, NWC and KV had outreach programmes albeit KV found it more difficult to continue as a result of the security situation. Each organisation however has been able to build its own mechanism of undertaking its outreach activities. For instance Don Bosco works with the network of Buddhist temples to ensure wider access and coverage and KV works with a network of trained social workers.

The project and its partners capitalised on existing networks and resources by using existing volunteers and networks established through IPEC and non-IPEC projects pre-tsunami. These were activated under this project to strengthen outreach for purposes of data collection and providing direct and referral support efficiently (TPR 2006).

The outreach programme implementation also facilitated in identifying vulnerable people who had been missed in previous hastily undertaken initial mapping of survivors. Services are now provided to not only the DS division of the two districts but also to those survivors in other districts of the South and East who have been identified through the implementing partners (KV and NWC) own institutional referral system. For instance NWC has now provided referral

services in terms of remedial education and vocational training to those tsunami affected children in Kalutara, Beruwela, Kudawella and Hambantota in the South (TPR September 2006). Kinnya Vision with its outreach partner has supported the older children and their family members in the establishment of small-scale computer training centre, electrical wiring and food processing (TPR 2007).

### **2.3 Follow up referral system based on local community resources in place for tsunami affected children and their parents/ guardians**

The project envisaged the development of partnerships to establish close inter-linkages within the community; through enhancing networks between organisations and agencies that are all working towards the goal of providing support to tsunami-affected children and their families (PRODOC).

As a first step the project identified and established linkages with national and international initiatives, organisations and institutions and collected information on the scope of their programmes and services. RADA and the Ministry of Social Welfare database was used as the entry point for this activity. It is not clear how this mapping was used as no evidence was found in reporting other than it being consulted as a source of information on activities taking place on the ground. The eventual changes to this body could have also resulted in this becoming redundant.

The project was expected to organise this information into an easily up-datable database and prepare informational booklets for local outreach workers, teachers, children and their parents on the existing support mechanisms/services available. It was noted that information was being collected for this purpose in progress reports although a final output was not evident. Despite this the project notes that a general outline and step by step guide to social workers/mobilisers developed by NWC was re-printed under the project. This manual was available in Sinhala and hence would have limited coverage as it could not be used in the KV context.

The collation of this information was expected to lead to the establishment of a referral and follow-up mechanism for provision of rehabilitative services and ensure that referrals were well co-ordinated and effective follow up was taking place.

The APs worked with each other – especially in the case of Galle as a result of the close proximity – that resulted in mutually beneficial referrals. Other smaller NGOs used the NWC CC as a referral and NWC in turn uses rural based CBOs for support to most vulnerable groups located in difficult to access areas. NWC was linked to a French NGO to roll-out community centre model in areas beyond tsunami affected locations such as the plantation sector. The DCDC also used the NWC and Don Bosco for referrals monitoring support to the state programme.

The referral system seems to have worked easier in the case of APs in Galle. In Kinnya because of the security situation it was harder to work with partners in referrals. This resulted in KV having to undertake some activities.

### **2.4 Mechanism and process in place to monitor the child labour situation at the district level**

Within this output the project envisaged to establish a district-based and district-owned integrated child labour monitoring system adapted for the tsunami context. At the national level this activity

was identified as a need by the NCPA and the DPCCS who had been considering the establishment of such a system for some time. The project assistance was expected to help concretise these intentions (PRODOC).

At the distinct levels, the CCs would house the CLMS in close cooperation with the DCDC and the information will be transmitted to the NCPA data on children at the central level. Local ownership, by the DCPC and communities, of the integrated monitoring system will be one means of ensuring its sustainability, particularly after the completion of the project (PRODOC).

At the local level the monitoring mechanism involved the strengthening and attuning the DCDCs and establishing the CLMUs to provide information on beneficiaries as well as monitor their progress under the project.

The staff working on the projects at the AP level, including staff at the CCs was part of the DCDC, which was chaired by the Divisional Secretary.

The mid term evaluation noted that the involvement of the DCDCs has provided an opportunity to integrate child labour issues into appropriate sectoral policies at district levels, through an inter-sectoral platform. NWC, as a member of the DCDC's forum at district level, works closely with the Galle DCDC to promote child labour issues (MTR 2006). These successes appeared to be concentrated and it was recommended that the activities through the DCDCs be expanded to ensure that child labour issues were more integrated into recovery efforts.

Discussions during the final evaluation with stakeholders provided mixed reactions to the operations of the DCDCs. Some noted that there have been changes and increased level of ownership that has facilitated an enabling environment at the local level. It was noted that in Kinniya, where the DCDC operations were strained, there was clear improvements now that it came under the purview of the administrative system.

However others were more sceptical. They noted that the DCDC seemed to be more of a figurehead than an institution that could bring about change. They noted that decisions were usually based on individual gain rather than collective discussion and there is limited participation of NGOs and other organisations.

The child labour monitoring mechanisms seem to have been more successful during the project period. The NWC established its own child labour monitor mechanism and this is being treated as a model, replicated in 3 AGA's Divisions in the Galle District. Consequently the CLMU concept was extended to the adjacent tsunami affected district of Kalutara in the Beruwela AGA's division through the NWC network.

The CLMU was also considered a helpful way of sharing information on potential beneficiaries, sharing services and referring partners to services, and tracking progress of beneficiaries. It was suggested that the CLMU could be used as a monitoring mechanism to monitor not just the beneficiaries but also the activities of the involved organisations.

The establishment of the CLMU within the NWC was to build previously established trafficking bodies that were set up to monitor the conditions of trafficked children in project areas. These bodies were converted into the CLMU through the IPEC project and this enabled a widening of focus as well as a cross-fertilisation of ideas. It also helped build the confidence of CLMU

partners as the institution grew and was strengthened in addition to providing a space to deal with child protection issues at the divisional level based on an identified common goal.

In terms of personnel involved in CLMU activities; they were able to identify that addressing issues at the village level was part of their duty as a monitoring mechanism. At the project level the involvement was only to be at the divisional level. However based on this realisation CLMU activities will expand to the village level.

In Kinniya it appears to be more difficult to coordinate and undertake activities within the CLMU. There was not much support from the government at the early stages of the project. While this was seen as improving with more members identifying issues related to children there needs to be more transfer of this information to the centralised mechanisms through the district based systems.

During the course of the project there were efforts to develop a database that would systematise and centralise information on tsunami affected children. It was undertaken through a consultant contracted through IPEC Sri Lanka who worked with the APs, especially the district based APs, in an effort to improve their data collection and storing mechanisms. The consultant was also contracted to work with the NCPA who maintains a database as a part of their mandate that needed to be refined to include fields that would enable beneficiary tracking. While it seems that the work with the local APs had been undertaken the work with the NCPA was yet to be completed at the end of the project. It was not immediately clear what were the reasons as mixed reactions were received from discussion with the NCPA and the consultant related to delays from the part of the bureaucratic procedures of hiring staff to the inability of reaching the consultant to undertake this piece of work. Presently the information is in hard copy as it cannot be entered into a system without a format. It was noted however that if this was completed it would have been useful to track children affected by the tsunami and track their present situation.

Tracking beneficiaries, especially once they complete the programme is an important component of this project focus. Given that this project was undertaken within an emergency context and that children are placed in a highly dynamic and volatile context periodic monitoring at the local and centralised levels is essential. This has clearly been easier to implement and facilitate at a decentralised level. However enabling linkages to a centralised mechanism can also help shape the policy context and transfer experiences back to state implementers of how their activities are working or not working.

While some projects do note the importance of tracking beneficiaries they also note the reality of being unable to track and monitor the huge number of beneficiaries that are reached through programmes. This is however linked to available staff capacity and resource constraints.

## **2.5 Formal, non-formal and vocational education services provided to targeted children as appropriate**

The CCs were identified as spaces that would provide educational support to tsunami-affected children in line with the different phases of the disaster cycle of relief/early rehabilitation and recovery/reconstruction (PRODOC).

During the relief/early rehabilitation; in support of a 'back to learning' approach informal education programmes in the CC's would be established to encourage an uninterrupted learning process for affected children. Educational activities were identified as being critical to the

wellbeing of children by providing children with structures, stability and hope during the time of crises. Efforts would be made to mainstream project activities with the government initiatives, and those of NGO's and donors (PRODOC).

During the second phase project activities was to focus on offering children wider access to both formal and non-formal education and vocational skills training. Centres will enrol and retain working children (above the minimum age of employment, which is 14 years) in school and ensure their proper progression towards the completion of their education whether through formal or informal channels (PRODOC).

To promote education for all tsunami-affected children awareness raising of parents, school principles teachers and children themselves will be part of the project approach. This would include strengthening the coordination and joint work between educational authorities and those responsible for health, employment and social services (PRODOC).

Children between the ages of 14-18 will also be provided with vocational training in addition to enrolment in formal education to develop their skills and enable them to find more attractive employment alternatives. Existing vocational training programmes of the Ministries of Industry and Education will serve as valuable assets for this purpose after enhancement of their capacity through efforts conducted within the project framework. The Department of Industries delivered a number of specially designed skills training programmes for youth. In addition, IPEC also developed community based training modules for selected trades. These materials were to be used to support the vocational training component of this project (PRODOC).

The project targets a total of 2,750 children below 18 years of age, (1,550 girls and 1,200 boys) for withdrawal and prevention from exploitative and/or hazardous work, primarily through the provision of educational and non-educational services. Out of this total figure, the project breakdown of targeted services for children indicates that 400 (200 girls and 200 boys) have been targeted for withdrawal from work and 2,350 (1,350 girls and 1,000 boys) will be prevented from engaging in child labour in the two districts of Galle and Trincomalee. The project goal is that at least 2,400 children from the total number of targeted beneficiaries will be recipients of educational and/or training services and 350 children would be recipients of other non-education related services.

This clearly indicates the project's emphasis on child labour prevention and preventive mechanisms, particularly its recognition of educational interventions as central for addressing and reducing WFCL longer-term. As the project progressed its main focus seems to have shifted to preventive action despite there being a clear identification of children for withdrawal on the basis of past child labour activities in the regions falling within the project as well as increased vulnerability to families as a result of the tsunami. This could have been as a result of trying to affect a wider group of beneficiaries.

The table below is a compilation of numbers that were potentially to be targeted through the project and final numbers reached as per the Technical Progress Report September 2007<sup>4</sup>. It illustrates the projects large focus on targeting children to prevent child labour.

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<sup>4</sup> The figures could be different at the end of the project period.

**Table 2.2: Comparison of direct beneficiary targets versus actual achieved**

Children (Direct beneficiaries)	PART A: Children withdrawn (2) or prevented (3) from child labour (1) through the provision of "educational services or training opportunities" (4)						PART B: Children withdrawn (2) or prevented (3) from child labour (1) through the provision of "other non-education related services" (5)					
	Male		Female		Total		Male		Female		Total	
	Estimated	Project duration	Estimated	Project duration	Estimated	Project duration	Estimated	Project duration	Estimated	Project duration	Estimated	Project duration
<b>Withdrawn</b>	150	04	150	02	300	06	50	00	50	00	100	00
<b>Prevented</b>	900	1091	1200	1339	2100	2430	100	586	150	489	250	1075
<b>Total</b>	<b>1050</b>	<b>1095</b>	<b>1350</b>	<b>1341</b>	<b>2400</b>	<b>2436</b>	<b>150</b>	<b>586</b>	<b>200</b>	<b>489</b>	<b>350</b>	<b>1075</b>

Source: Adapted from PRODOC in Table 1 and TRP 2007 (final reported figures available to the evaluation team)

The project also reports higher numbers of children and families accessing services from the CCs through the project within the different targeted components.

**Table 2.3: Achievements according to identified indicator**

Indicators	Information in line with indicator		Comments
	Targeted	Achieved at end of project	
1. Number of children receiving psycho social counselling at Community Centres (CC)	350	1146	
2. Number of children and parents/guardians receiving (referrals) services from CCs	1750	2399	
3. Number of children receiving formal or non formal education in tsunami affected areas	756	1659	
4. Number of children receiving CC support in the post-tsunami relief camps and communities	25	6602	
5. Number of referrals made via information from Child Labour Monitoring mechanism	1250	1982	
6. Number of trained staff, volunteers, teachers via CC	84	103	
7. Number of parents/guardians who have been placed in existing economic empowerment programmes through referral by CC	500	264	NWC was expected to make up the deficit with an increase in project time
8. Retention rates of children placed in NFE, vocational or formal schools	75%	-	Period 2 – 30%, period 3 – 100% VT, 60% NFE, period 4 - 80% NWC, 85% DB but dropped to 65%, 100% KV although attendance was disrupted and irregular, period 5 – 85%
9. Number of children enrolled in vocational training services	400	571	Indicator included in TPR September 2007

Source: Adapted from PRODOC section 2.3 I/O 2 and TRP 2007 (final reported figures available to the evaluation team)

Educational services for the under 18 age group particularly primary school age children include: non-formal or basic literary education; vocational, pre-vocational or skills training (targeting 14-18 age group); and referral to the formal education system or to non-formal education, vocational, pre-vocational or skills training programs implemented by government, private institutions, NGOs and other organisations.

The beneficiaries, children and their parents/guardians are receiving a number of services via CCs. A large number of children have been involved in remedial and vocational training services. The remedial educational component has contributed towards keeping children in school and limiting dropout rates.

Vocational training has also been a popular option amongst beneficiaries who have drawn monthly allowances in some cases as well as been linked to employment opportunities. 100% for industrial sewing and 75% of those following engineering/motor mechanics related courses have been absorbed into the employers cadres at the end of the training programme.

In attempts to encourage children to attend in light of certain obstacles stipends were provided through the project. This was clearly undertaken based on the reasoning that transportation costs can entail parents deciding not to send children to such programmes.

The NWC adapted a 'place and train' approach where a trainee who has completed the theory component was placed with a prospective employer. After a period of two months in practical training, the trainee, dependant on performance, was absorbed into the cadre by the employer. All trainees were paid an allowance by the employer during their training period. This way, the NWC has been able to secure at least 75% job placements for their beneficiaries. The others who do not secure placements – sometimes as the employer cadres are full – were to be assisted by the NWC to secure jobs through other sources. This is particularly so in the field of engineering/motor mechanics and similar courses (TPR 2007).

This can be considered to be a model that could be replicated in other areas. However ensuring success is also dependent on some other linked issues - dialogue and negotiation with prospective trainer-employers, studying the labour market and human resources requirement to ensure that the market is not saturated with vocational trainees who do not possess labour-market-driven qualifications and competencies (TPR 2007).

## **2.6 Provide support to enable families/guardians of working children and children at risk in the selected areas of project intervention to have access to local and national safety nets.**

Families were to be supported through transfer of information and knowledge, provision of vocational skills, and income-generation activities. Families would be informed of existing social support systems including job placement services, health services and social security. Information on hygiene, nutrition, family health, and childcare and family planning services will be also provided.

The project strategy would focus on linking up target families with existing credit and income generation schemes and helping them to access and make good use of the available services (PRODOC).

Despite efforts of projects to create awareness regarding the disadvantages of placing children in work through its networks of social mobilisers and volunteers APs faced challenges. Withdrawal of children was difficult and this is mentioned specifically in relation to the KV AP. The unstable security situation resulted in parents being unable to access their main income source; fishing that led to greater dependence of children to forage in the forests for firewood to supplement household income. Parents expected to be provided with an allowance during the training period to supplement the time lost for income generation activities. While other donors were providing such allowances/stipends the inability of this project to do the same within this environment was a challenge. This highlights the points raised by the donor organisation towards making such cash payments to children and their families. This strategy may need to be revisited in projects in an emergency context as families are focused on meeting immediate needs and the inability of the



project to support these needs may lead to children and their families dropping out of programmes.

Similar issues were noted in relation to providing infrastructure support. Projects within an emergency context should include relief components that help support the rebuilding process of prospective beneficiaries. The project had to face pressures from the community to cater to addressing basic needs such as shelter.

These limitations were met to a certain extent through the partnerships that the project was able to establish. For instance the KV beneficiaries were linked with a US based project – Children’s Development Fund and NWC was linked to USAID and REVIVE funding.

A critical observation on the involvement of beneficiaries was the male presence in project activities. The project emphasised the significance of eliminating gender-based differences in access to assets and resources in order to create an enabling environment that offers opportunities for children to develop their potential. In recognition of this, program activities have given priority to economic empowerment of women’s programs, livelihood skills training and awareness raising, targeting women/mothers of affected children. Specific gender supportive programs acknowledge the link between economic upliftment of mothers and the likelihood of preventing/reducing the vulnerability to child labour. The activities of the APs shows that the project targeted many tsunami affected women/mothers by contributing towards the economic empowerment and strengthening of these women. The mid term evaluation applauds this emphasis on women as an effective approach in laying a solid foundation for promoting education and prevention of child labour (MTR 2006).

However it highlights the absence of men in the implementation of the project despite their presence in the lives of the ultimate beneficiary – the child. This is visible especially in relation to project implementation. It is also evident to some extent in the targeting of officials in building their capacity to work on child labour issues.

Stakeholder workshop discussions brought up issues of cultural practices and presence of male figures in the child’s life. Fathers are mainly present as an authoritative figure and as a disciplinarian while the mother is seen as having a closer bond to the child and hence able to affect decisions and perceptions. However the very fact that a father/male figure is a decision making figure would have implications on decisions regarding children being sent to work and the types of work they should be engaging in.

The workshop discussion also highlighted the greater ease to reach women as opposed to being able to draw men into programming. Men are noted as being more difficult to involve in project activities unless it involves livelihood activities. The KV action programme was able to draw men into their activities as a part of their vocational training programmes. This participation could have been used to also include other programmes that would have focused on attitudinal change towards child labour and protection issues.

The focus on men is also linked to longer term project objectives of encouraging attitudinal changes. Hence the involvement of men is necessary if one is considering and upholding the need to change mindsets. One example that could be considered is Don Bosco used the opportunity of meetings held on their premises by the Cinnamon Grower’s Association to take the child labour message to them. It was also questioned as to whether the programme being implemented by men

and religious personalities made men more likely to attend than if it was managed by women. This was also noted in the case of female participation.

Longer term attitudinal changes are also relevant in looking at institutions and structures that have been developed to deal with child vulnerabilities. The state institutions that deal with child protection issues need to consciously factor in a balanced gender analysis in their work, noting the need to involve both men and women just as they do focus on improving conditions of girls and boys.

### **Recommendations:**

**Networking:** Partnering with local organisations was undertaken on the basis of past linkages and presence on the ground which helps in increasing success of project activities, continuance and positive impact.

**Monitoring child labour instance:** The CLMU could have the potential to be used as a monitoring mechanism to monitor not just the beneficiaries but also the activities of the involved organisations. This option should be further explored. Tracking beneficiaries, especially once they complete the programme is an important component of this project focus. Given that this project was undertaken within an emergency context and that children are placed in a highly dynamic and volatile context periodic monitoring at the local and centralised levels is essential. This has clearly been easier to implement and facilitate at a decentralised level. However enabling linkages to a centralised mechanism can also help shape the policy context and transfer experiences back to state implementers of how their activities are working or not working.

**Encouraging participation in programmes:** The ‘place and train’ approach where trainee who has completed the theory component was placed with a prospective employer should be replicated. However ensuring success is also dependent on some other linked issues - dialogue and negotiation with prospective trainer-employers, studying the labour market and human resources requirement to ensure that the market is not saturated with vocational trainees who do not possess labour-market-driven qualifications and competencies.

**Using financial assistance to increase participation:** While other donors were providing such allowances/stipends the inability of this project to do the same within this environment was a challenge. The inability to make cash payments to beneficiaries for USDOL funded IPEC projects, may need to be revisited in projects in an emergency context as families need to meet immediate needs and the inability of the project to support these needs may lead to children and their families dropping out of programmes.

**Providing infrastructural support within an emergency context:** Projects within an emergency context should include relief components that help support the rebuilding process of prospective beneficiaries. These limitations were met to a certain extent through the partnerships that the project was able to establish and this could be an alternative that could be explored.

### 3. Phasing Out and Sustainability

This project has been advocated as one that has adapted to the country's tsunami recovery context, is linked to national institutions, and taps into local networks and social groups to integrate national ownership (PRODOC). The intention of this design was to ensure that the activities and the positive outcomes from the project would be sustained over the medium and long term to ensure that there is continuous addressal of child labour and protection issues. It is important that the efforts that have gone into this prior to the tsunami, which has been noted as being substantial, continues within this volatile and dynamic policy environment.

Broadly, funding appears to be a key issue that partners highlight in relation to sustainability. The limited retention of institutional memory and higher levels of staff turnover, especially at the state institution level, limited documentation of experiences through the course of the project are other issues that are raised as affecting sustainability. The discussions also note, however, that the achievements of the projects, especially at the targeted intervention level holds a lot of promise as partners seem to have initiated various processes to enable activities to continue even after the end of the project.

This section will highlight some dimensions that could affect the sustainability of the overall project using some illustrations from the experiences of the programmes implemented through the project.

#### 3.1 Sustaining project outcomes upon completion

**A phasing out strategy forces projects to envisage how the effects of the project can be sustained and deal with some practical issues before they arise:** Many of the discussions held with partners revealed the lack of a phasing out strategy either in the design phase or in subsequent review phases. Given that some programmes were already in place and IPEC funding was used to sustain these activities a phasing strategy was not devised on the basis that they would find funding once the project came to an end. For instance the NCPA AP did not have a phasing out strategy because most activities were mandated ones which were accelerated using the IPEC funding. Even in situations such as this, where project funding is used to continue activities, there is a clear indication of when funding would come to an end. While in such cases the responsibility of securing further funding could be considered primarily a responsibility of the receiver, in the interest of common goals and strategies for further fund mobilisation could be built in and reviewed periodically during the life of the project.

**Establishing linkages with government agencies can help sustain activities and results achieved:** Some of the partners have established links with state agencies in implementing their activities and these linkages adds value to their programming. The NWC has links with the Department of Non formal education and Don Bosco has a link with the National Apprenticeship and Industrial Training Authority (NAITA). The KV AP is in the process of certifying their vocational training curricular. This has ensured that the vocational training courses are accredited and acceptable which not only adds value to the programme but also provides beneficiaries with an accredited qualification.

**Linking to partners that have a presence and tested programmes on the ground for project implementation:** In implementing the individual project components, NWC and Don Bosco have relied significantly on its existing expertise, resource base, and networks. These are directly

linked to the institutional mission and orientation. The success of IPEC partnership with these two organisations have been primarily due to the ability of the IPEC design - particularly its holistic approach, flexibility, customisation of each project - to draw on this existing expertise and orientation while directly feeding into the organisations objectives.

In the case of KV, the IPEC Tsunami Project played an institutional building role where once again linking into KV's overall mission was vital in the success of the partnership and coping with the many implementation challenges of working in a context natural disaster emergency aggravated by an intensifying armed conflict.

The affiliations that each AP has are also relevant to how they would continue their activities. Although many of these activities were built on in the aftermath of the tsunami the various affiliations of these organisations is important to note. For instance Don Bosco and NWC both have an international affiliation that can be drawn on in trying to continue project activities. However this could be more difficult for a locally based organisation such as KV to do as they have no such affiliation albeit their previous work with other donors gives them an advantage. Similarly, at the government level the dependence on donor and/or state funding will have implications for sustainability.

**Stakeholder participation in design and implementation has encouraged community acceptance of project activities and this can ensure that targeted interventions will continue:** Community buy-in is necessary and this has been attempted by using implementing partners that have a history on the ground which has enlisted community support to sustain project interventions.

**High level of staff turnover and lack of institutional memory can affect project outcomes:** This is particularly evident in the case of the tsunami database project but is also applicable to other APs especially led by the state sector. The development process of the tsunami database did involve a component of training officials within each organisation. However there was no user manuals developed that could have been useful after the completion of the project. Given that the institutional memory is weak with high levels of staff turnover and movement, it is unclear how the continuation of the database would be undertaken. This should have ideally been a condition of the contract, as it would have helped in building on this experience and documenting the process of development for other projects as well as be used as a source book.

Within the state mechanisms APs such as the MOL and NCPA suffered from staff changes and turnover. This resulted in delays but will also affect sustainability. In the case of the MOL past trainees are no longer a part of the Ministry and hence the skills gained may not be used within their new responsibilities. The changes within the NCPA as a result of the change in government left the Authority without a Board of Directors and a Chairman. Despite these posts being filled presently they are subject to future changes that can affect activities as much as the effects of staff turnover.

**The provision of basic infrastructure as a component of the project can help sustain project activities:** This was particularly mentioned in the case of KV, which had minimal facilities at the commencement of the project. The establishment of the CC will also help continue project activities as it has created a physical space for these activities to be undertaken. It was felt that having this in place will enable them to undertake activities that require further funding and can

be used as way of proving that such activities can continue as the basic infrastructure is already in place.

### **3.2 Alternative funding sources: The state vs. donors**

Funding was noted as a significant constraint on project components continuing. This is especially relevant in regards to state funding, which is limited or non-existent. Donor funding can also change in this environment. Several donors pulling out of Sri Lanka for various reasons will have to be noted in considering sustainability.

Discussions with state partners of the IPEC Tsunami Project tended to look towards other funders before they looked towards the State Treasury to fund their programmes. This could be because it is easier to access such funding in comparison to state funding but it is also indicative of the commitment at the state level. The amount of funding that is allocated from the treasury is questionable despite the government's commitment in the policy arena towards child protection. This will result in certain programmes being prioritised over others.

Discussions with the NCPA indicated that the Cyberwatch programme that was considered one of the more successful programmes under the IPEC programme would be continued with funding from the Ministry of Justice. The funding would be used to update the technology that was used for this monitoring. However it was noted that funding from state sources have their own constraints and can be more constraining than donor funding. They noted delays in processing the funding, and each activity or change has to be approved. However it has to be noted here that similar bureaucratic constraints are also prevalent amongst some donors. The ADB is prepared to support a project that provides fixed deposits and other banking facilities for identified children but is not prepared to fund the continuation of this project that would ensure that children will be identified first, which could be done by supporting the development of the database. Projects under state departments also require government authorisation to proceed and this is reviewed on a case by case basis which can add to the delays.

The primary source of organisational funding also makes a difference and affects sustainability. Organisations that have a more international linkage such as Don Bosco and NWC will have easier access to support than more locally based organisations that have limited affiliations such as KV. KV is a locally initiated and based organisation and hence its strategies of gaining funding for its work would have to be different to organisations that do get support from their international parent organisations.

### **3.3 The volatile external context**

The effect of the external context is cyclical, especially in the conflict affected regions but also in the context of increasing restrictions for NGOs and INGOs working in Sri Lanka.

The conflict regions move from emergency situations to situations of normalcy, which are uncertain and unpredictable. Organisations working in these regions are faced with new requirements enforced by the government that requires NGOs to adhere to various approval, monitoring and streamlining processes. Within the conflict context organisations are required to deal with different requests from different state bodies; each asking for something different. The

discussions with KV noted that these will certainly bring in new challenges and cause procedural delays.

**Recommendations:**

**Community buy-in:** Ensuring stakeholder participation in design and implementation that would in turn encourage community acceptance of project activities and continuance of targeted interventions.

**Creating an enabling environment and operationalising direct interventions:** Creating an enabling environment, especially in relation to influencing policy and enhancing capacity requires more time than implementing targeted interventions on the ground. This needs to be acknowledged in the setting of objectives and related outcomes, and innovative thinking is required to increase the intended complementarities between the two elements.

## 4. Concluding Good Practices and Lessons Learnt

The collation of good practices provides a source of information for future programme planning in Sri Lanka as well as for IPEC programming in various contexts in relation to child labour; in this instance in an emergency context. It provides insights into methods that have been implemented and proved successful in particular settings.

It can also provide lessons learnt from actions that have proven less successful but these too provide insights into improvements to be made for better implementation and greater effects. Lessons learnt could offer ways in which activities could have been worked better if they had been implemented differently and should not be discarded.

*Definition of good practice:* Practices will be classified as ‘innovative’ practices at this level may not be substantiated by data or formal evaluation, but they have actually been tried and a strong logical case can be made about their effectiveness, ‘successfully demonstrated practices’ practices at this level have been demonstrated to be successful, with demonstrable results, at one setting. Although this practice is localised, it has characteristics that are transferable to other settings or situations or ‘replicated good practices’ practices at this level have been demonstrated to work and to lead to desired results at multiple settings. These settings could be across countries, projects, or sectors. But they also could be different settings address by the same project e.g. in different communities or with different groups (Ranaraja 2007).

The identification of good practice should be contextualised i.e. providing not just the practice that arose through project activities but also the extent to which it can be generalised to. International good practice would be those that have the greatest generalisability while others could be in an emergency context including ‘in natural disaster’ and/or ‘conflict areas’.

The good practices under the IPEC Tsunami Project and its components will be identified as much as possible within the following IPEC guidelines (Ranaraja 2007). These have been further categorised under the broader areas strategic relevance and project design, implementation and achievements and sustainability based on the evaluation team’s understanding of these categorisations.

### **Strategic relevance and project design**

- Relevance: How does the practice contribute, directly or indirectly, to action of some form against child labour?
- Replicability: Is this a practice that might have applicability in some way to other situations or settings?
- Innovative or creative: What is special about the practice that makes it of potential interest to others?

### **Implementation and achievements**

- Effectiveness/impact: What evidence is there that the practice actually has made a difference?
- Responsive and ethical: Is the practice consistent with the needs, has it involved a consensus-building approach, is it respectful of the interests and desires of the participants and others, is it consistent with principles of social and professional conduct, and is it in accordance with ILO labour standards and conventions?

- Efficiency and implementation: Were resources (human, financial, material) used in a way to maximise impact?

### **Sustainability**

- Sustainability: Is the practice and/or its benefits likely to continue in some way, and to continue being effective, over the medium to long term?

## **4.1 Strategic relevance and project design**

**Non-emergency institutions working in emergency context:** Rather than be drawn in to emergency relief work IPEC's post tsunami intervention maintained the organisations fundamental mandate of working with child labour with a medium and longer term focus. This enabled the project to build on existing knowledge, experience, partnerships and have a greater impact.

A clear learning from the experience of IPEC is that an emergency relief orientation is not compulsory to contribute effectively in a post-emergency context.

However, an improvement would be to allocate a certain percentage of the budget or resources to be drawn on for relief interventions should a gap area be identified. An example is the case of KV; who faced a double disaster situation that had to deal with demands from the community to meet their housing needs. It was felt that a certain provision could have helped in gaining more support for their work and increase implementation efforts.

### ***The contextual approach: An enabling environment and targeted interventions***

The contextual approach followed by IPEC that led to a dual focus of including project activities that create an enabling environment as well as a focus on more targeted interventions can be considered a good practice to be replicated within an emergency context. This is once again linked to the good practise staying within the organisation's mandate and knowledge base as discussed above.

The more tangible results of the targeted interventions within a shorter period of time do support the efforts within the enabling environment as it increases the credibility of the organisation not only at the community level but also within a policy arena. One is able to use these activities and outcomes to prove to policymakers that the proposed solutions do add value to the lives of vulnerable children and their families. These activities in turn could help review existing policies and mould solutions using these experiences.

However, this approach could benefit from some lessons learnt from this project that can facilitate greater impact, especially within the context of an enabling environment and its contribution to overall impacts.

One major factor is that the two elements of the model – i.e. creating an enabling environment and direct interventions – have very different timelines in terms of operationalisation in order to arrive at the desired outcomes and impacts. Creating an enabling environment, especially in relation to influencing policy and enhancing capacity requires more time than implementing targeted interventions on the ground. This needs to be acknowledged in the setting of objectives



and related outcomes, and innovative thinking would be required to increase the intended complementarities between the two elements. This could be practically achieved by planning specific and synchronised implementation strategies for various components, building phasing out strategies for individual components of the project, and acknowledging that operationalising activities that foster an enabling environment do require different timelines as they may be working within different constraints.

### ***Need for realism in designing activities and targets***

The inclusion of activities that focused on withdrawal and prevention based on IPEC's definitions of the concepts was in accordance with IPEC practices. However the implementation of the project proved that it was not as easy to adhere to the accepted modes and adjustments reflecting the ground reality was needed.

IPEC defines withdrawal in the context of this project as 'children that are found to be working and will no longer work as a result of the intervention. This category also includes those children that are engaged in exploitative/hazardous work and as a result of the project will work shorter hours under safer conditions' (PRODOC: 36).

In the case of definitions of withdrawal; the IPEC definition of a child being considered withdrawn when he/she is pulled out of labour and provided with certain services<sup>5</sup> was found to be unrealistic in comparison to the ground reality. There is no guarantee that the child will not return to labour after being withdrawn and careful tracking is required over a sustained period of time to be able to affirm that the child is withdrawn from child labour. This project highlights that tracking of children is difficult in a volatile environment where household members are mobile and the susceptibility of children to return to labour could be potentially higher. Without a significant effort to track withdrawn children capturing numbers of withdrawal becomes meaningless.

The large variations – both in terms of underachievement and overachievement – when reaching set targets raises some issues regarding identification and establishing targets and reporting of beneficiaries within IPEC definitions.

The lack of existing baseline information meant that establishing realistic targets at a design stage was difficult as this does not reflect the reality and it would be difficult to gauge effectiveness in meeting these targets as a reflection of the reality.

Focusing on the preventive component, it was noted that awareness creation activities (which is a significant activity in prevention) are relevant in emergency contexts because it provides a platform to increase awareness of child protection issues and resulting vulnerabilities as a result of an emergency. These target groups for these campaigns need to be identified carefully taking note of specificities and cultural sensitivities if they are to be effective. This further highlights the need to develop mechanisms that can help ascertain the effects of these activities on the targeted populations.

Planned targets which the projects were expected to report against also changed due to some programme activities being undertaken parallel in the face of implementation delays. This was

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<sup>5</sup> Types of services were not specified.

relevant in the context as it helped in the identification of potential beneficiaries for the project activities that was being delayed whilst providing services to meet immediate needs of communities. For example, the KV AP coupled capacity building activities with infrastructure support through the community centre.

### ***Building on previous successes when designing in an emergency context***

Despite the fact that the IPEC project did not focus on emergency relief, the design phase was directly affected by the emergency context. Extensive situation analysis, needs assessments, piloting of project elements were not possible given the need to minimise the reaction time. The IPEC instead relied on building on previous successes. This method has been a key element in developing a relevant project as well as speeding up the design phase.

For example, the Child Labour Monitoring Units (CLMUs) were designed according to a model piloted in the estate sector and subsequently found to be replicable in the village communities as well. As discussed extensively in Ranaraja 2007, this innovative approach involved addressing child labour multi-sectorally and in an integrated manner, trying to affect a wider group by creating a supportive institutional and policy environment and enhancing regional capacity to understand child labour issues and incorporate this into their programming.

The fact that the Koggala CLMU had been set up in the pre-tsunami expansion of CLMUs to village communities, and hence was immediately operational in the post-Tsunami context greatly facilitated the model to be replicated in other tsunami affected areas such as Beruwala. These pilot and replication drives led to the creation of further CLMUs in the aftermath of the tsunami i.e. in an emergency context. It was considered timely and relevant as it was able to address the gaps that had arisen in the coordinating of the field level response as these mechanisms were not available at the ground level during the time of the disaster. This was leading to duplication and limitations in work and exclusion of areas from assistance.

Yet another example of building on past success is in identification of partners. Institutions that the IPEC had worked with before and had a good relationship with were criteria in partner identification. This facilitated a faster take off time for projects as needed by the emergency situation.

### ***Vertical and horizontal networking and corporation***

A number of IPEC post-tsunami initiatives were designed to bring together the range of actors relevant to child labour issues. At each operational level attempts were made to strengthen or create a forum for discussion bringing together different partners. This created a space for organisations – at the state and non state levels to work together and brought them under a common mandate of focusing on child protection issues. As also pointed out by Ranaraja 2007, the multiplicity of partners enables the different organisations to provide services that are required at the different stages; thus addressing some amount of duplication and gaps.

These ground level forums were reflected in the higher district or national level via parallel forums. For example, the CLMUs were DS division level forums which were linked to the DCDCs at the district level which were in turn under the purview of NCPA at the national level.

The CLMU has been able to respond to the more local level need of identifying child labour issues. It also uses participatory approaches in trying to involve all partners and create a sense of ownership. The CLMU is now considered to be an essential component of the mechanism to address child protection issues, not just child labour issues. There is also community ownership and this will be further enhanced through the village level bodies that the NWC proposes to implement.

Linking the DCDC, which is a district level mechanism to the CLMU - a divisional level institution that had links to the micro level is another achievement of the implementation of the CLMU. This resulted in a bottom up approach developing, where information was transferred and decision making was enabled with information that was brought from the grassroots levels. This was then transferred to the central level, through the DCDC, that enabled institutions at the central level, such as the NCPA to engage and address these issues.

## **4.2 Implementation and achievement**

### ***Implementing project activities***

Of the project activities developed under this project, those that have been implemented within the targeted intervention components seem to hold more promise within the project time span than attempts to affect policy. It should be reiterated that achieving results within each component is different and requires differing techniques of assessment.

Some specific cases in point include the implementation of the **vocational training** component. It was discussed by project staff that this can be adapted to the changing needs of the situation, in particular in line with the varying demand to prevent the saturation of the market.

The techniques used by NWC and KV in implementing the vocational training component tried to address an identified need using programmes that had been tried and tested during the course past interventions or affiliated to/certified through other institutions.

Greater effectiveness was also ensured through when training was linked with prospective employment. This was not necessarily provided through the same project but could be linked to projects with other partners who are implementing such components as was in the case of the NWC and KV APs. In the case of the NWC programme; the trade union linkages ensured that the conditions of potential trainees, especially those who continued to work, were constantly monitored through their labour monitoring systems. This was undertaken along with attempts to keep abreast with activities in the labour market that was fed back into the development of these courses.

The coupling of vocational training with components to develop other skills is also noted as a good practice that can enhance effectiveness in an overall child labour context. For instance Don Bosco included trainings and awareness creation focusing on the ethical angle of work. It included discussions on behavioural issues in the workplace and working together with members of other religions and ethnicities. NWC programmes included occupational safety and health issues into the vocational training curricular. This ensures a more holistic approach to skills development as it also provides a focus on soft skills which enhances participants' employability.

Methodological guidelines including the **Minimum Standards Guidelines** developed by IPEC and post-tsunami guidelines prepared by NCPA were translated into Sinhala and Tamil and centre staff received training. However given the international context within which the manuals such as the Minimum Standards Guidelines it was sometimes difficult to use. Given the local conditions in the context of limited resources it was not easy to provide children with their own space as was required by the guidelines and this was equivalent to a violation child's rights.

When translating into local languages these tools need to be contextualised/localised. If not the cost is not justified. The international context could be provided at a centralised or regional i.e. higher level. It could be argued though that the international context is important. In this case the international can be incorporated but adaptations to the local situation could be added to each chapter.

**In awareness creation amongst beneficiaries, especially children, as well as tracking them,** the use of key personalities as a means of attracting a wider audience, especially in the case of children was realised during the project implementation. The NWC invited a popular cricketer for an annual Children's Day celebration and this acted as a draw for a higher number of children to the event that facilitated wider knowledge creation and awareness raising amongst the targeted children. It was agreed that while the ideal is to track all children at source it was not possible. Hence, methods such as 'events' could be used.

Some APs faced **delays in project implementation** and this resulted in needing to be flexible about how project activities were implemented given the ground situation and the need to implement some activities. In the case of the KV AP; initial outreach counselling activities planned for the different locations were run parallel to the CC construction activities. It implemented a separately funded mini program utilising social workers and its volunteer base, to raise awareness and mobilize the community, prior to the implementation of the main AP. It was an efficient use of time in situations of implementation delays that was beyond the control of the project management.

### ***Sharing information and experiences***

The central level workshops and – project visits (KV visits to NCPA database and NWC project sites) enabled a knowledge exchange exercise. Sharing of information also helps in identifying needs and targeting scarce resources more effectively which minimises overlap and duplication of activities by partners and helps in creating a more coordinated effort. Furthermore the formalised access to knowledge regarding the activities of other components of the project and facilitation of formal links between components increased the ability of the project to create synergies.

### ***Targeting the participation of women and men***

The difficulty in including men in projects is one that is not just faced in an emergency but is also encountered in a normal context. This project highlights how the lack of presence of men could affect overall efforts on reducing child labour. Given the key role played by men – as fathers or guardians – in providing discipline and authority within the family, as well as being the key decision maker in livelihood related issues, men play an unquestionably vital role in children's lives. Hence they should be a particular target group in child labour prevention and withdrawal activities. The problems of the reluctance of men to participate in meetings and other activities which are seen as parenting duties and hence the domain of mothers need to be addressed via

innovative designing. For example, the Don Bosco AP was able to address this to some extent by targeting some awareness creation work through livelihood related forums (eg. Cinnamon growers association) that had solely male participation. As means of improving male participation, 'parents' instead of mothers should be the target group and special initiatives taken to ensure equal participation.

### **4.3 Sustainability**

#### ***Sustainability through the creation of ownership***

The CLMU model has proven sustainable through its series of replication and continuous presence at the end of this project. Discussions also revealed that there are plans to take these bodies to the village level to further facilitate monitoring of child protection issues and information sharing efforts. Creating a sense of ownership within the community is essential in ensuring sustainability of this institution.

The need to **involve partners**, especially local partners in project development was considered important as was done to some extent in this project. It was felt that this does add to the level of success as it creates a sense of ownership amongst the partners and helps localise the project. Consultations were undertaken with IPEC partners during project implementation but this seems to have been more effective amongst the targeted intervention component given the high degree of dynamism within the state institutional mechanism. The identification of project partners with the knowledge of child protection issues and core work in child labour also enhances the possibility of sustaining project activities and impacts.

## **Annexes**

### **Annex 1: Case studies**

#### **Case study 1:**

#### **Strengthening the capacity of the NCPA to mobilise tsunami affected communities in Sri Lanka to prevent the trafficking of tsunami affected orphans into exploitative employment**

#### **National Child Protection Authority (NCPA)**

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Referred to as Strengthening NCPA in this document, this Action Programme was implemented through the National Child Protection Authority, Ministry of Child Development and Women's Empowerment of the government of Sri Lanka.

'Strengthening NCPA' comes under the Immediate Objective one (IO1) of creating an enabling environment for eliminating child labour through developing the capacity of the relevant organisations and policy alternatives to integrate child labour related issues in the post tsunami policy issues. As per the evaluation assumptions it is expected to contribute to the overall project objective by the following output,

- Support to key partners to undertake action against child labour in the selected tsunami-affected areas.
- Support key partners to undertake action against child labour in the selected tsunami affected areas.

#### **Project profile**

NCPA is mandated by Parliamentary Act 50 of 1998 to improve the quality of life of children in Sri Lanka. Set up initially as an authority, it underwent a restructuring in 2005 and is currently functioning as a department under the Ministry of Child Development and Women's Empowerment.

The objective of 'Strengthening NCPA' is to contribute towards the progressive elimination of child labour and the trafficking of children affected by the tsunami. Within NCPA's larger mandate of child protection 'Strengthening NCPA' focused on Elimination of child labour in the tsunami affected areas.

Under the programme, orphaned children who need immediate care and protection would be identified through NCPA's Data Processing and Anti-Trafficking Units. "Safe Havens", previously welfare centres, would be identified and would be upgraded if needed and the children were to be placed in these welfare centres. The implementation of the minimum standard guidelines would also be piloted at these centres. Attempts would be made to trace their families/parents and reunite them. In cases where families could not be traced or are non-existent legal adoption and foster parenting would be considered or they would continue to live in the welfare centres. Awareness raising and training programmes on child labour and initiative to cyber surveillance was also introduced under the programme.

### Strategy and design

The objectives such as strengthening the database and the monitoring unit, development and maintenance of the minimum standard guidelines, giving legal aid and support for basic needs for unaccompanied children for post tsunami are linked to supporting the key partners to undertake action against child labour in the selected tsunami-affected areas.

While awareness raising of different government cadres dealing with child labour issues is linked to the inter-sectoral coordination mechanisms for the integration of child labour issues into a variety of national programs, the awareness creation activities which aimed the general public, like the three-wheeler and van drivers, media advertisements comes under output two of the Immediate Objective one which is awareness raising campaign to mobilise key decision makers to address issues of child labour in emergency programmes.

### Operations and achievements

The table below focuses on the targets given and the achievement as stated in Technical Progress Reports, final output form of the “strengthening NCPA” and other project reports.

Output	Activity	Status of achievement at project end
1.Strengthening the database/monitoring unit within ATU	1.1 Recruit data processing officer	1.1 Achieved. An officer has been recruited.
	1.2 Recruit assistants for collection of information/monitoring/surveillance and coordination of work amongst the project staff	1.2 Achieved. The vacancies at NCPA have been filled. These personnel have inputted information on 5470 children into the database, 860 are stated as in need of foster care.
	1.3 Purchase equipments for cyber surveillance.	1.3 Achieved. Equipment for cyber surveillance has been purchased.
	1.4 Undertake filed visits to collect data in all tsunami affected sites all the affected Districts	1.4 Achieved. The district coordinators have undertaken field visits for data collection.
	1.5 Undertake monitoring visits for liaising with district level staff	1.5 Achieved. The monitoring visits were randomly carried out.
2. Strengthening the cadres within NCPA and DCPCs to support multi-disciplinary partners in the field activities	2.1 Identify a coordinator to support the NCPA work on training of the DCPCs and other partners.	2.1 A coordinator has been identified and the material has been revised.
	2.2 Review the existing material for suitability for training of newly established DCPCs in particular and relevance to re-training DCPCs already	2.2 The material has been reviewed.

	<p>functioning.</p> <p>2.3 Edit and print material needed for the workshop</p> <p>2.4 Assess capacity and technical knowledge of the DCPC members.</p> <p>2.5 Arrange and conduct workshops at District level to capacitate the multi disciplinary group of DCPC members to handle child labour cases better.</p> <p>2.6 Do assessments of the workshop in consultation with the IPEC team.</p>	<p>2.3 Achieved.</p> <p>2.4 Achieved.</p> <p>2.5 Achieved. 2 Workshops has been held for government officers, 350 police officers and DCDCs. NCPA Staff were also participated for capacity building.</p> <p>2.6 Achievement is not clear.</p>
3. Development and maintenance of Minimum Standards Guidelines	<p>3.1 Appoint a mobile monitoring unit.</p> <p>3.2 Develop and finalise a set of guidelines</p> <p>3.3 Train the key partners on operationalising the guideline.</p> <p>3.4 Conduct spot-checks on implementation of guidelines within rehabilitation centres and on community reintegration efforts.</p>	<p>3.1 A mobile monitoring unit has been created.</p> <p>3.2 A set of Guidelines have been developed.</p> <p>3.3 Key partners have been trained. Government run Children's Homes were given the guidelines after awareness creation.</p> <p>3.4 Achieved. NCPA police Unit to do spot checks.</p>
4. Legal aid and support for basic needs to centres/shelters housing unaccompanied children post-tsunami	<p>4.1 Recruit a legal officer to support juvenile justice process in relation to tsunami affected children.</p> <p>4.2 Provide basic needs for those identified within the shelters to support inadequate government supplement.</p>	<p>4.1 Achieved. A legal officer has been recruited.</p> <p>4.2 Achieved. 3 DNA tests were done. Gone to court 14 times on behalf of the tsunami affected children. 12 were given foster care orders.</p>
5. Raising awareness	<p>5.1 Review existing material to ascertain the necessity for developing new material post tsunami, if necessary.</p>	<p>5.1 Achieved. Existing material has been developed.</p>



	5.2 Adopt existing and develop new material suitable to target the audience.	5.2 achieved. A crime law poster has been designed and printed to raise awareness of general public. A 2008 student timetable and a calendar has been printed and distributed among national schools. Should we say how they tried to do this? Specific messages etc?
	5.3 Translate and repackage existing material in consultation with the NCPA media unit.	5.3 Translation is pending
	5.4 Print advocacy material	5.4 not achieved. Material has not been printed.
	5.5 Conduct awareness raising events.	5.5 Achieved. Have conducted 5 awareness raising workshops (250 children and their parents participated) in the coastal belt.
	5.6 Distribute material to target audience	5.6 cannot find the status of achievement.

Source: Output and activity as per TOR. The status of achievement was gathered from Technical Progress Reports and Key person interviews.

The **first output** of the “Strengthening NCPA” is the development of the database and the monitoring unit. An officer was recruited initially and after his resignation there were difficulties in replacement.

The dataset was to be amalgamated with the IPEC tsunami database, but as per the institutional key informant interview with NCPA, difficulties in working with the IPEC database consultant led to this activity being delayed.

Staff turnover has been a problem for the operation of the activities of monitoring.

In terms of the **second output** which is of strengthening the cadres within NCPA and DCPCs to support multi-disciplinary partners in the field activities, a coordinator was hired and the relevant material developed.

The awareness creation was noted as being successful resulting in NCPA receiving more complaints from the areas where they have conducted workshops. The NCPA staff was capacitated to face child labour issues in the long term by participating awareness creation activities. Some obstacles have been faced with the Monitoring Unit and conducting spot checks,

which have resulted in these activities coming to a standstill. These have been as a result of various bureaucratic delays such as logistical arrangements and staffing issues.

A minimum standard guideline was developed and the partners are being informed via workshops on using these guidelines. However the key person interviews with the institution affirm that it is difficult to use this document in the local context. For example it is a right of the child to have a personal space and belongings but in the orphanages this is often violated because providing each with individual space is difficult. Besides the matrons have limited training, and monitoring the orphanages have been found difficult. Monitoring has also been affected by several operational matters of the institution like the arrangement of the vehicles.

A legal officer has been recruited to provide legal aid and DNA tests were done as means of finding the true parents of the affected children. The project commenced monitoring court cases and foster care panels for the tsunami affected in the Galle Region.

In terms of raising awareness the existing awareness material has been revisited and new material was developed. Due to funding constraints printing of some material is been suspended.

### **Phasing out and sustainability**

The continuation of the DCPC and the adherence to the minimum standard guidelines have been pointed out as the sustainable aspects in the Summary Outline of “Strengthening NCPA” on 01<sup>st</sup> of December 2005 under IPEC. Given that the outputs supported by the IPEC project were within the main mandate and activities of the NCPA, the injection of funds via the IPEC project could be seen as a one-off support which gave NCPA the extra financial capacity to continue to operationalise their mandate.

The Staff capacity building component of “strengthening NCPA” has led the NCPA staff contributing to the overall elimination of child labour in the long term (how can we make this assessment?). The DCPCs members are holding permanent positions and belong to government cadres (but they can be moved and then what?). After the completion of the project they would work within the NCPA field structure and link with the Probation department.

The newly established linkages among related government offices have made it possible to look for funding options for the programmes. The Minimum Standard Guidelines will be incorporated into the child friendly juvenile justice guidelines of the Ministry of Justice which have also contributed to the continuation of the Cyber Watch component. The implications of this contribution include delays in operationalising activities and restriction of using funding which was much less with IPEC.

### **Pulling out good practices**

- As per the field interview, the pilot phase was very useful for the implementation of the rest of the project. The six months pilot has made NCPA understand several difficulties and address them and move forward in the future.
- New means of Child Protection were introduced like the DNA testing, and cyber surveillance programme, and these were absorbed to the usual NCPA activities under the mandate.

## **Case Study 2:**

### **Preventing child trafficking for labour exploitation in the tsunami affected in the Galle District**

#### **Don Bosco Sri Lanka**

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The Don Bosco Project is an Action Programme (referred in this document as the Don Bosco Project) under the IPEC Tsunami Project's immediate Objective two; targeted interventions.

Established in 1956, Don Bosco Sri Lanka is affiliated to Don Bosco International, which is operating in 156 countries worldwide. Its core working area involves youth development, focusing mainly on the provision of post secondary technical education linked to assured employment for its trainees.

Within the IPEC Tsunami Project Don Bosco sought to contribute to the elimination of child trafficking for labour and sexual exploitation in the tsunami affected areas of Ahungalle, Galle. The project's immediate objectives were that at the end of the AP 300 children at risk of being trafficked into child labour and their families are no longer vulnerable as a result of a holistic intervention that integrates education, improved opportunities to commence livelihood training, social security and awareness raising.

The main activities of the Don Bosco included provision of Non Formal Education, and subsequent Vocational training, provide awareness creation to mothers and caretakers of children about Child Labour and assisting in providing medical and hygienic support to the community.

#### **Strategy and design**

The AP aims to prevent children being trafficked into exploitative employment in a post tsunami situation. This aim is derived on the basis that a child's vulnerability is linked to the vulnerability of its household and hence the project includes the family in its activities. The AP attempted to address the root causes and risk factors identified in Child Labour, including the lack of education, poverty, dysfunctional families, gender inequalities and lack of awareness etc.

Education was viewed as the primary means of prevention resulting in the project's attempts to keep children in the Community Centre until they find employment. The IPEC Tsunami Project's objectives of providing rehabilitative and preventive services to affected children is in line with and operationalised through the Don Bosco's activities such as conducting non-formal education and vocational education.

Given that vocational training to the youth is the core working area of Don Bosco, it is addressing its organisational objective via the given activities.

## Operations and achievements

Output	Activity	Status of achievement
Preparatory output: Vulnerability criteria's established, target families identified, individual programme beneficiaries identified.	<ol style="list-style-type: none"> <li>1. Convene meetings with partners to introduce the project framework and establish vulnerability criteria for targeting the beneficiaries.</li> <li>2. Identify and select target families and the beneficiaries in line with the vulnerability criteria.</li> </ol>	<ol style="list-style-type: none"> <li>1. Achieved. The conveying meeting was conducted with the participation of DCPC, NWC, temple and church based organisations.</li> <li>2. Achieved. The target group was identified, including all those considered to be at risk.</li> </ol>
Output 1: At least 200 girls and boys below the age of 18 years and at risk of being trafficked identified and provided with support to continue formal education or provided with non formal education.	<ol style="list-style-type: none"> <li>1. Identify children (male and female) who are vulnerable to being in exploitative employment in the aftermath of tsunami.</li> <li>2. Screen and recruit teachers for the centre to ensure professional level of education supplement through remedial classes and NFE classes.</li> <li>3. Assess the teaching material for relevance and quality.</li> <li>4. Purchase equipments for the recreational centre and upgrade existing facility.</li> <li>5. Enrol the identified beneficiaries in education according to age specific and subject specific registration procedures in line with the already existing procedures at Don Bosco.</li> <li>6. Hire a vehicle to facilitate the movement to and from the centre for those living in remote villages.</li> <li>7. Educate children as planned.</li> <li>8. Provide scholarships and food subsidies for the 30 most vulnerable children.</li> <li>9. Conduct assessment on the feasibility for trainee to enter/re enter to the formal education system.</li> </ol>	<ol style="list-style-type: none"> <li>1. Achieved. 695 children identified as "weak" and vulnerable and in need of assistance.</li> <li>2. Achieved. Teachers have been hired.</li> <li>3. Achieved. The material has been assessed and finalised.</li> <li>4. Achieved. Equipment has been purchased.</li> <li>5. Achieved. Have enrolled children to formal schools, non-formal education, and remedial education provided for those who are in the formal education.</li> <li>6. Achieved. A van is hired only when there is a need.</li> <li>7. Achieved. 99 (47 girls and 52 boys) who enrolled for life skills/NFE education following VT courses. Recreational and other facilities (psychosocial support and referrals to counselling) are provided through the centre to 79 children.</li> </ol>

	<p>10. Supervise teaching, and review progress.</p> <p>11. Maintain a credible tracking and tracer system.</p>	<p>8. Achieved. 9. Achieved. 10. Achieved.</p> <p>11. Achieved.</p>
Output 2: At least 100 vulnerable girls and boys (50 girls and 50 boys) provided with life skills training learned through centre based interventions.	<p>1. Identify and enlist the support of existing government and NGO agencies as suitable trainers to conduct courses identified in the needs assessment in consultation with the NIE/NFE and the ILO/IPEC.</p> <p>2. Screen and recruit trained staff.</p> <p>3. Purchase material necessary to carryout life skills education.</p> <p>4. Asses special needs of the beneficiary children where appropriate.</p> <p>5. Review, revise and amend the curriculum to suit the needs of children in a post disaster environment</p> <p>6. Hire a vehicle to facilitate the movement to and from the centre for those living in remote villages.</p>	<p>1. Achieved.</p> <p>2. Achieved.</p> <p>3. Achieved.</p> <p>4. Achieved.</p> <p>5. Achieved.</p> <p>6. A van is hired only when there is a need.</p>
Output 3: 50 mothers and caretakers of children at of trafficking mobilised in Women's groups to prevent child trafficking by peer support, information, experience sharing and awareness raising.	<p>1. Identify existing women's empowerment groups in the area.</p> <p>2. encourage mothers and caretakers of children at risk to join an existing empowerment group or support establishment of a new group if necessary</p> <p>3. Organise a 2 day orientation meeting for the mothers to introduce the programme components and raise awareness about basic child rights, women's' rights and child trafficking in Sri Lanka.</p> <p>4. Identify key members of the women's group and support the group to hold regular meetings for the purpose of peer support information and experience sharing.</p>	<p>1. Achieved.</p> <p>2. Achieved. Six women's groups formed and functioning to create awareness on child labour and related issues (HIV/AIDS).</p> <p>3. Achievement not clear</p> <p>4. 62 mothers participated in the activity.</p>

	5. Encourage the women's group to regularly participate in the programmes organised by implementing partners, and other stakeholders in the region.	5 Achievement not clear
Out put 4: 300 children below the age of 18 and their families and/or caretakers of children at risk of trafficking trained on basic health and hygiene issues (incl. HIV) and provided with basic health services as needed.	1. Provide a medical check up for all the beneficiaries of the programme. 2. Screen and recruit a health professional to provide basic health and hygienic training. 3. Identify existing basic health and hygienic training material to be used for the training. 4. Conduct training in batches on basic health.	1. Achieved. 219 children and their families are receiving health services. 2. Achieved 3. Achieved 4. Achieved.

Source: Technical progress reports

Under output one the project engaged with the formal school sector and children following remedial classes were found to be continuing in formal schooling at the end of the AP period. At the same time Non Formal education of those who had dropped out was undertaken; the final output report confirms that children and parents were satisfied with the quality of the teaching, lower dropout rates, regular attendance and the active participation of the children in the classes.

Some amount of manufacturing was also carried out while obtaining technical training for example mud cement brick making, computer related work and wiring work etc. The Don Bosco Programme was also able to withdraw and prevent children working in the cinnamon peeling industry

### Phasing out and sustainability

As part of the phasing out discussion during the design stage it was noted that during the project period Don Bosco would establish links and strengthen their network through the various stakeholders within the community in the Southern province and this has been attempted to a certain extent through the linkages with within the village; such as with the chief monk of the temple, the village heads etc.

The sustainability of the project seemed to depend on the approval and acceptance of such linkages, given that the organisation is a predominantly faith based organisation operating in a majority Buddhist village. Don Bosco's achievements of accrediting its vocational training courses will also serve towards achieving sustainability. A long term master plan including suggestions for the sustainability of the project should be drawn before the commencement of a project; during its design stage.

*Commitment from the local community is essential to ensure sustainability. Don Bosco is a catholic organisation, therefore, getting the support of the Buddhist monks is necessary to get the support from a predominantly Buddhist community. This has been successfully achieved. "..., the*

*link between Don Bosco and the Buddhist clergy who are opinion leaders within a primarily Buddhist community, to set up the community centre has been a great example how best a pilot model can ensure sustainability. The Centre already has the commitment of the community from all walks of life.” (Technical Progress Report (TPR) – [SRI LANKA] [MARCH TO SEPTEMBER 2006])*

*“Don Bosco has a link with the National Apprenticeship and Industrial Training Authority (NAITA) to ensure that the VT courses are accredited and acceptable in the context of level playing fields for job opportunities. This is a good indication of the future demand for carrying out similar interventions as such accredited courses will be demanded by all categories of beneficiaries, from whom a fee could be levied to sustain the programme. The community around also assist with donations to educational centres as was seen before when Don Bosco provided such services.” (Technical Progress Report (TPR) – [SRI LANKA] [MARCH TO SEPTEMBER 2006])*

The Don Bosco Programme had a high retention rate of children participating in the non remedial and non formal education activities, which has meant that the organisation has had to find funding to continue this activity.

*“Don Bosco is considering the option of using contributions from remedial students from comparatively more financially stable families to fund the remedial education of those from disadvantaged families (in an environment where basic education provision is weak, Don Bosco takes an inclusive approach in providing these services to the community). (SUSTAINABILITY MATRIX FOR PROJECT Sri Lanka Tsunami USDOL TPR Sept 2007 Annex G)*

The action programmes should have satellite programmes linked to the main programme to address interrelated issues arising in the main programme like health, income restoration etc. for instance prevention and withdrawal of children from Child Labour should be supported by supporting and providing an income restoration programme to the parents of those children.

#### **Pulling out good practices**

- Establishing and maintaining good partnerships with other organisations and recognised individuals have helped sustain some of the activities under the Don Bosco Programme. For instance the union of the Catholic Reverend and the Buddhist monk has increased accessibility to the activities, the support from parents and motivated the participation of the children. This has become a symbol of religious unity and has left a positive mark on the community of how people with different beliefs can harmoniously work together to achieve a common objective.

### **Case Study 3:**

#### **“Hope”: Integrated community centres for the protection and reintegration of children affected by the Tsunami in the Trincomalee District (T-AP11).**

##### **Kinniya Vision**

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Kinniya Vision, a local NGO based in Kinniya undertook this Action Programme (referred in this programme as the Kinniya Vision project in this document). The action programme is listed under the IPEC Immediate Objective two; targeted interventions. Under this Objective, the Kinniya Vision programme aimed to provide a flexible and speedy response to a total of 1375 tsunami affected children and 250 of their families in selected locations in the Trincomalee district through its community centre and linked activities.

##### **Project profile**

Kinniya Vision's main activities involve providing skill development training, remedial education, back-to-school programme and psychosocial activities. The organisation adopts an integrated approach to respond to the impact of the tsunami with activities focusing on identifying children for psychosocial support, reintegration back into the education system and provision of skills training opportunities. In addition to this the infrastructure and capacity building of the Implementing Agency and other selected partner organisations was also included in the action programme. The Project started in August 2005 and ended in July 2007.

##### **Strategy and design**

The activities listed under the project like the establishment of Community Centres, a follow up and referral system, provision of formal and non formal education and supporting the beneficiaries/their families to access the various safety nets linked to outputs identified in Immediate Objective Two of the IPEC Tsunami Project. The provision of formal and non formal education and vocation training under the Kinniya Vision project were standard under the activities carried out by it as an organisation.



### Operations and achievements

Output	Activities	Status of achievement
1.1 Community Centres (CC) established and capacity enhanced in selected areas	<p>1.1.1 Set up CC and outreach venues for preventative and rehabilitative services.</p> <p>1.1.2 Recruit and train Kinniya Vision staff, school teachers and volunteers on child labour and education.</p> <p>1.1.3 Train Kinniya Vision staff on initial introductory psychosocial intervention methods suitable for adult and child disaster survivors.</p> <p>1.1.4 Create methodological guidelines for the centre staff to identify (and collect baseline data).</p>	<p>1.1.1 Achieved. The building has facilities to conduct training on concrete block making, sewing, food processing, and computing.</p> <p>1.1.2 Achieved. 7 teachers were recruited.</p> <p>1.1.3 This activity was not undertaken.</p> <p>1.1.4 Achieved. A questionnaire was developed and staff were trained on data collection</p>
1.2 Community Centre operational to provide preventative and rehabilitative services to Tsunami affected children	1.2.1 Design a comprehensive and effective out-reach system in existing post-tsunami relief camps and communities.	1.2.1 Achieved. Outreach partners and outreach services, existing referral systems and stake holders and linkages were identified.
1.3 Follow up referral system based on local community resources in place for tsunami affected children and their families.	<p>1.3.1 Identify and establish linkages with national and international initiatives, organisations and institutions and collect information on the scope of their programmes and services.</p> <p>1.3.2 Organise information collected into the database. Prepare informational booklets for local outreach workers, teachers, children and their parents on the existing support mechanisms/services available.</p>	<p>1.3.1 Not Achieved. This activity was not fully implemented.</p> <p>1.3.2 Achieved.</p>

	1.3.3 Establish a referral and follow-up mechanism for provision of rehabilitative services and ensure that referrals are well co-ordinated and effective follow up takes place.	1.3.3 Achieved.
1.4 Formal, non-formal and vocational education services provided to targeted children as appropriate	<p>1.4.1 Support the psychosocial development of the children through social activities, music, theatre, computer courses, drawing and sports, etc</p> <p>1.4.2 Provide life skills training for at least 50% of the target children who are not going back to school</p> <p>1.4.3 Enrol and retain working tsunami affected children age less than 14 years in school and provide educational assistance to complete education.</p> <p>1.4.4 Enrol children between the ages of 14-18 in formal and non-formal skills training.</p> <p>1.4.5 Facilitate (self or paid) employment creation post skills training.</p>	<p>1.4.1 Achieved. 36 children were withdrawn from child labour, 425 children were provided with psychosocial counselling services.</p> <p>1.4.2 Achieved. 212 youths were given vocational/skills training and 400 children were provided with life skills training.</p> <p>1.4.3 Achieved. 93 children were reintegrated into schools. 832 children were provided remedial education.</p> <p>1.4.4 Achieved. (see above figures)</p> <p>1.4.5 Achieved. 130 adults were provided with special skills training. Graduates were assisted.</p>
1.5 Provide support to enable families/guardians of working children and children at risk in the selected areas of project intervention to have access to local and national safety nets	<p>1.5.1 Raise awareness of families/guardian about the perils of child labour,</p> <p>1.5.2 Consult local government agencies, NGOs and donor agencies affiliated with other socio-economic development projects on ways of including families of children in WFCL in existing income-generation</p>	<p>1.5.1 Achieved. Variety of awareness raising activities were conducted to children, parents/guardians, staff, volunteers, outreach partners, principles and government officials on child labour issues and services.<sup>6</sup></p> <p>1.5.2 This activity was Initiated but was not successful as the associated organisations did not respond.</p>

<sup>6</sup> AP table give by Kinniya vision to CEPA

	<p>activities</p> <p>1.5.3 Facilitate access of targeted parents to economic empowerment programmes by instituting and expanding partnerships with ongoing poverty alleviation and skills training programmes, designing additional vocational skills components if required.</p>	<p>1.5.3 Achieved. Skills training programmes were conducted to parents/guardians to facilitate income generation activities and educated on social support system.</p>
<p>1.6 Provision of emergency humanitarian assistance to at least 300 girls and boys who were displaced due to conflict and were in IDP camps in Kinniya.</p>	<p>1.6.1 Identify most needy beneficiaries.</p> <p>1.6.2 Provide humanitarian assistance in urgently required basic needs.</p>	<p>1.6.1 Achieved.</p> <p>1.6.2 Achieved. 2010 children including parents were provided with emergency support, food and non food items during an emergency.</p>

Source: Technical Progress Reports, Final Output Report submitted to IPEC, Action Programme linked to Objective tables submitted to CEPA.

The project's initial plan was subjected to change many times, either to meet the operational needs that arose or external factors such as the outbreak of conflict. For instance the additional output on humanitarian support (1.6 in above table) was included to the project as a result of an outbreak of conflict in April 2006 in the Trincomalee district. This caused severe displacement and in Kinniya the location of this AP was host to many displacees, a majority of who were children.

IPEC requested USDOL to approve the revision of the AP activities and budget to enable Kinniya Vision to respond to some of the demands of this unexpected humanitarian crisis. This assistance was expected to meet the needs of at least 300 displaced children. However, the project was able to meet a target of 2010.

The realities in implementation have also influenced adjustments to the project planning. Under activity one, Kinniya Vision staff were to be trained on initial introductory psychosocial intervention methods suitable for adult and child disaster survivors. This activity was not undertaken, as it was observed that other organisations which have the specific mandate provided psychosocial interventions to the KV target population. The full allocation was reprogrammed towards adult skills training.<sup>7</sup>

Amongst the many challenges faced by the project, withdrawing children from child labour was the most difficult. Since fishing has been restricted due to the prevailing security situation parents were compelled to take the children to the forest to cut/collect fire wood and timber for their daily needs. At the level of withdrawal, the children were interested in following skills training but they were not released by the parents who were expecting an allowance during the training period to support their daily income. The prevailing security situation in the region had a negative impact on the establishment of linkages with external organisations and initiatives. The access difficulties caused by this have hampered the sharing of project information with district level organisations.

It is important to note that in some activities the project have moved beyond the expected target objective. For instance even after revising the original catch up education target from 375 to 600, at the completion it has reached a target 832. The assessment examination conducted by the school confirmed that the beneficiaries have reached an acceptable standard.<sup>8</sup> Similarly for Psycho-social counselling the original target was 175 and the Kinniya Vision Programme achieved an increased target of 625. The target for vocational training for children was 200 and the AP achieved a target of 212. At times the target was reduced, responding to the realities, and avoid duplication of activities by many organisations in the same region. For example in the Back to School programme, the original target of 625 was reduced to 100 as the project found UNICEF was involved in similar activities. The AP achieved a target of 93.

Continuous tracking of the withdrawn and prevented children was not prevalent in the Kinniya Vision project, but having such a programme is important to track the improvement of the child.

The programme has been able to identify, work and network with many organisations and actors that are working on the same topic.

*We also actively participated and contributed in divisional level networks/fora involving in the*

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<sup>7</sup> Final output report

<sup>8</sup> Final output report by KV to IPEC

*monitoring and protection of children. Stake holders from both Local Organizations and Departments greatly benefited in these process. AP tables submitted to CEPA by Kinniya vision.*

### **Phasing out and sustainability**

The project design has subjected to change due to the conflict situation in the area as a result of which some adjustment were made to enable the project to continue. Interaction among the interventions in these areas is critical for the success of the programmes. In order to achieve this, comprehensive and systematic co-operation between all agencies concerned was expected to be strengthened.

The organisation is sustainable in terms of infrastructure; the CC, equipment and capacitated staff, and can undertake and contribute to further child labour elimination activities. The staff capacity has been built and useful linkages and relationships were established with stakeholder institutions and communities to progress on the initiative taken from the Kinniya Vision project.

*“Improved capacities of Kinniya Vision in terms of permanent infrastructure, Community Centre, trained staff members, linkages and relationships established with various stake holders including communities is another achievement in sustaining the change we achieved in identifying and addressing issues related to child labour in the division as well as in the district.”*

AP tables of KV submitted to CEPA

The existing services and programmes in the particular region should be considered when deciding the action programme to avoid duplication of activity or change of work plans.

In the Kinniya Vision Project, after the out break of conflict the project plan has changed to give emergency response to support children to return to school by the provision of school kits. However, during implementation it was discovered that other organisations, in particular UNICEF and Save the Children in Sri Lanka, had started large programmes to do the same. Therefore, KV had to scale down this activity.

The skill training programmes should be provided with tool kits/equipments and having production centres would sustain the learning provided by the vocational training. Setting up of production centres using the same equipment given for training will provide a sustainable avenue.

### **Phasing out**

Though a phasing out plan has not been discussed at the level of project planning, the project has been able to absorb several activities that Kinniya Vision would continue through funding from other organisations.

Partnerships have been developed with other organisations like UNICEF, Save the Children in Sri Lanka) and Global Fund for Children for continuing remedial classes, counselling services, vocational/skills training. And the organisation is planning to strengthen the vocation training component more by hiring qualified trainers and formalising the training by looking for opportunities offering jobs for the trained.

### **Pulling out good practices**

- A baseline is necessary to assess the impact of the project: *Since there was no baseline info on child labour, both numbers and percentage, it is very difficult to measure the contribution made through our intervention in reducing child labour in the selected locations/division, however, reasonable number of children (36 withdrawn and 93 reintegrated children plus*

*832 children who remain in the schools are remarkable contribution in reducing the child labour particularly in a emergency context which would have definitely contributed in achieving the long term objectives of the programme. AP table submitted to CEPA by Kinniya Vision.*

- The outreach programmes that were created through the project have been helpful in providing the service to larger communities in remote areas, but this should be provided with close supervision. *Due to locations and lack of experiences and expertise 2 out reach partners were dropped in the middle of programme implementation. AP table submitted to CEPA by Kinniya Vision.*

## Case Study: 4

### Training of teachers on the ILO Teachers' Kit of Child Labour

**Contract undertaken by a professor of the Department of Sociology and Anthropology, University of Sri Jayawardenapura, in collaboration with ILO/IPEC and MOL**

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The External Collaboration agreement comes under component one of the Strategic Objective of the IPEC Tsunami Project, which is of an enabling environment. The training of teachers on aspects of child labour makes it in line with the above component (referred in this document as "TOT of teachers on the tool kit" project).

#### Project profile

Teachers and educators have a responsibility to eliminate of child labour. The tool kit project was designed to raise awareness among this group on the nature and perils of child labour. The tool kit is expected to give a sense of commitment and motivation to be informed and make others be informed on the issues.

The contract was with an anthropologist and senior lecturer at the Department of Sociology and Anthropology at the University of Sri Jayawardhanapura. As per the TOR the objectives of the TOT of teachers on the ILO tool kit, was to increase awareness amongst teachers on child labour and increase teachers' capacity to introduce the issue of child labour to students, parents and the wider community. The activities under the objective include familiarisation with the ILO Teachers' tool kit, create outline for each workshop and conduct five training workshops and submission of a final progress report including the numbered outputs.

#### Strategy and design

The external collaboration activity is linked to the output of having an awareness raising campaign on to mobilise key decision makers to address issues of child labour in emergency programmes under immediate objective two of creating the environment. The training of the teachers on the ILO Tool Kit is linked to the above output and thus is linked to the objectives of the IPEC objective.

#### Operations and achievements

Activity	Status of Achievement
1. Familiarisation with ILO Teachers' kit	1. Achieved.
2. Creation of outline for each workshop and submit for approval of IPEC.	2. Achieved.
3. Conduct Five training workshops in the Tsunami affected AGA divisions.	3. Achieved. 5 workshops have been conducted. (3 workshops for formal and 2 for non formal education)
4. Submit final report to IPEC with details of participants, trade unions they belong to, school location and coverage, gender disaggregated information is expected in reporting.	4. Achieved. A final output report has been submitted to IPEC.

As per the beneficiary interview conducted by CEPA, the beneficiaries have found the programme interesting; this being the first time they have participated in a child labour awareness creation programme. The fact that the 'role of the teacher' being highlighted was considered as important.

The TOT of teachers on the tool kit has allowed several variations within the programme. Sticking to the same content, but the approach would change according to the participants of the workshop (i.e. formal or non formal).

The programme has been designed as an ex-collaboration programme of two and a half months, and a sustainability plan has not initially been discussed.

It was felt that programme was unable to link them with the whole IPEC programme. A proper coordination of the programmes would have made the institution understand how best their activity can serve to the achievement of the overall objective.

The programme would have been more useful if these programmes were linked to existing educational training programmes such as those at the National Institute of Education.

The quality of the material that is produced at the training should be revisited. Despite its rich content, few problems in its Sinhala translation have made difficulties in delivering. This should be designed looking at the profile of the target users and thus complex wording could have been avoided.



## **Case Study: 5**

### **Need Survey: The bridge school development for tsunami affected children**

#### **The Open School of the National Institute of Education**

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The mini programme is designed under the IPEC immediate Objective one (IO1) which is creating the enabling environment. The programme seeks to ensure that the children are redirected to formal education and their interest in learning, retained through innovative teaching methods and learning opportunities.<sup>9</sup> According to the NIE, it is also a part of the implementation strategy that will help Sri Lanka achieve education for all by 2015 as reported in the UNESCO 2005 report.

NIE's core areas of work are developing school curricular, providing innovative approaches to education and doing counselling and convocations. The institution consists of four departments and the Open School comes under education for all departments. Its objective is to help those who are unable to complete their education. The concept of open is to encourage learning to school dropouts; when the school is open throughout the day and the children's' participation in the learning activities is encouraged in any time of the day.

Developing this curriculum for the Open School was done after undertaking a needs assessment with the NIE. This was an intention of the NIE and IPEC funding was used to initiate the process.

Methodology of the study:

The study was done in two steps.

1. Get as much as basic information on who will need this course from secondary resources.
2. Get detailed information how the curriculum should be developed in terms of the needs

At the first step: Data on names, address of the drop out children were collected from the DS, GN, Samurdu Development Officer and other village heads and from the records/documents they had access to.

At the second step: Out of records of the secondary data collection information, 10% of each of 20 was randomly selected and a final number of 106 children and their parents qualitatively interviewed. Detailed information for reasons for dropping out and motivation factors for continuation of education was gathered.

5 DS from Galle district were selected to conduct the study and 20 research assistants were trained to conduct the survey. The data collection was supervised and enumerators were trained on the questionnaire.

Findings of the need survey proved that a large number of children who were not attending school came from Galle. Open school, were established in several parts of the country to deliver the curriculum and the first of such was established in Galle under IPEC. It is delivering the curriculum that was developed according to the needs as given in the findings of the sample.

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<sup>9</sup> As per TOR

However according to the feedback from the IPEC, the NIE has continued with the Open School, rather had operated with the government funds.

### Strategy and design

The objective of the NIE is to provide education for all, and under that concept the survey and the curriculum was able to identify those who needed the course, and what kind of activities would facilitate and motivate their learning experience.

### Operations and achievements

Output	Activities	Status of achievement
1. Conduct preparatory activities in order to ensure the optimum functioning of the open school – Bridge course for tsunami affected children.	1. 1.Prepare a draft analysis report for the Bridge course based on the need survey.	1. 1Achieved. A draft report has been sent (see below for methodology)
	1.2 Develop a curriculum for the bridge schools with relevant age and sectoral desegregation.	1.2 Achieved. A curriculum was developed for the Open School. There are 12 Open School centres in the country who are using this curriculum. (the centres are not funded by IPEC)

### Phasing out and sustainability

The need survey findings has been very useful for NIE to understand what needs to be delivered for dropouts. For example when it was found that many have dropped out in their secondary education the course content was adjusted accordingly. The data was also used in designing other NIE programmes.

Twelve Open Schools have been now opened in Badulla, Hatton, Matara, Dehiaththakandiya and another one is planned to start in Matale. Children use it for recreational activities and the teaching is based on the curriculum developed and practiced. The operation of the Open Schools is now government funded.

The activity needs to be more publicised. There is a need to spread the message across to the grassroots level at the DS GN level, but the project has not been very successful in that. It was noted by the project that should there been more coordination within the IPEC programmes at ground level the message would have spread faster.

## **Case Study: 6**

### **Enhancing capacity of the Ministry of Labour Relations to integrate child labour issues in to post tsunami responses**

#### **Ministry of Labour Relations**

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The service contract (referred in this document as MOL project) is under IPEC tsunami Project's Immediate Objective One (IO1) on creating an environment that focuses on improving the capacity of relevant government, media, international relief and reconstruction organisations and NGO institutions, enabling staff and community members to integrate child labour issues in to post tsunami reconstruction policies and monitor the child labour situation in the post tsunami environment."

#### **Project profile**

The Ministry of Labour has identified that in Sri Lanka child labour takes place mainly in the informal sector and in this regard reduction can mostly be done through awareness and preventive measures. A core working areas of Ministry of Labour is specific labour related issues. It provides training and awareness creation to institutes that work with child care and Protection like the Police and the Child Probation Department.

MOL also has a close relationship with the Ministries of Health and Justice when working on child labour related issues. MOL had previously worked closely with IPEC in organising seminars, workshops ad surveys on child labour issues. The objective of the programme was to enhance capacity of the Ministry of Labour Relations to integrate child labour issues in to post tsunami responses.

#### **Strategy and design**

The main activities of the project include the training of teachers on the child labour issues and conducting cascading trainings which are linked with the immediate objective one. The objective of the MOL project is to support the Sri Lankan government in post recovery and reconstruction efforts in policy programmes along with the following immediate objectives.

Immediate objective 1: Level of awareness of staff of Department of Labour on child labour issues has reached a very high standard. Comprehensive information on educational dynamics, NFE centres, and the conditions of working children have been addressed in order to create a nationwide awareness on problems of child labour and education.

Immediate objective 2: Sensitisation and mobilisation of general public and community leaders to bring about change that will improve children's lives, including those of children whose lives have not commenced yet. Action would be initiated, while the training programmes are conducted by trained personnel are in progress.

### Operations and achievements

Output	Activity	Status of achievement
Immediate Objective1: The capacity of the MOL to be enhanced as catalyst, advocating the importance of integrating issues of child labour in post tsunami policies, planning and programme implementation.	1.1 National Consultancy for policy recommendations.	1.1 Achieved. A paper has been submitted on " <i>Recommendations for Policy Development that factors in child labour issues in to post Tsunami interventions in all related policy documents</i> "
	1.2 Preparation of material for the training of teachers	1.2 Achieved.
	1.3 Conduct training	1.3 Achieved. The TOT was done for 24 people and from which 20 continued to work.
	1.4 Supervisory visits by labour officers in the field.	1.4 Achievement not Clear
Immediate Objective 2. The general public, local administrators and local communities will be sensitized to, and have their level of awareness raised regarding the problem of child labour.	2.1 Awareness raising material developed under a service contract with the ILO	2.1 Achieved. 20 workshops have been conducted by 10 trainers.
	2.2 Conduct awareness raising activities.	2.2 Achievement Not Clear

Source: technical progress reports, Key person interview with the Ministry of Labour Relations.

The national consultancy activity was undertaken and a policy recommendation paper was submitted to the Ministry, but it is not clear the extent to which this is being up for discussion and absorbed at the level of policy making. The key persons interviewed indicate that strong inter-ministerial intervention is needed in making policy changes based on these recommendations.

The technical progress reports confirm that a number of cascading trainings have been done focusing on child rights and child labour law, and delivered using the material developed by the Ministry of Labour and ILO.

The capacities of the MOL staff were developed in relation to the content and attempts have been made to improve on networking. However it was felt that the awareness should be supported by the provision of some awareness raising material.

*"We only identified problems. We went and told them to send their children to schools, but if we could at least give a parcel of books along with that it would have been good"* (field interviews MOL)

The programme deadline was extended several times (from June 2007 February 2008) due to many factors relating to the external context such as the outbreak of hostilities in the east, transportation difficulties and delays in receipt of funds from the Treasury.

In many instances it was stated that adhering to government rules and regulations in releasing money was a constraint. Having external consultants and trainers was difficult rather than having internal staff throughout, which was preferred.

The project was hampered by the consultant who was hired to undertake the project activities leaving. There was the development of an output paper on the recommendations towards child labour related policy making although the discussion appears to have stopped at this point.

### **Phasing out and sustainability**

As per the documents referred, a phasing out plan has not being drawn at the project planning stage. However, the achievement of some activities is less promising, and leaves the question of sustainability of the project.

The Department of Training has been capacitated on awareness and training, and the capacity remains within the MOL should there be other plans to do similar awareness creation workshops. As per the key informant interviews with the Ministry of Labour, there has been an attempt to document the process and interest to continue the training of teachers through workshop documentation reports. However this was not being done by all the trainers.

The required capacity still remains as the trainers are still employed albeit some neither within the Ministry nor doing similar work. A proposal has already being drafted and options for funding are being explored.

### **Pulling out good practices**

- IPEC project has facilitated a good coordination among the institutes who area working in child labour related issues, and it has strengthened the coordination between departments within MOL. As a result of the training programmes the number of complains and number of victims found have been reduced.
- Geographical locations of the trainers were considered in selecting them for individual training. The trainers were selected from the regions where they were working, proximity being an advantage in reaching the communities. *For example the Additional Commissioner living in Moratuwa was allocated to do the training in Moratuawa.*
- The preparation to the trainings has given the staff of the MOL and this has given them confidence to prepare content and to deliver to a group. The capacity remains within the MOL should there be other plans to do similar awareness creation workshops.

## **Case Study: 7**

### **Name of Component: Preventing trafficking of tsunami affected children in to exploitative employment**

#### **National Workers' Congress**

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Preventing trafficking of tsunami affected children in to exploitative employment (referred in this document as NWC project) is an Action Programme falling within the Immediate Objective 2 (IO2): *providing a flexible and speedy response through community centres to tsunami affected children and their parents/guardians in selected areas.*

#### **Project profile**

The National Workers Congress, an internationally affiliated trade union, is working in the areas of employment related issues. Under the larger mandate of National Workers Congress, it has been engaged in issues relating to Child Labour since 1996, with the initiation of the Daru Setha Programme, a bridge course for the school dropouts and slow learners.

The objective of the programme is to build capacity of the NWC and other key institutions at the district level to combat child labour related issues and provide speedy and flexible responses to the to the tsunami affected children and their families though the community centres. The activities are planned to attain both the above objectives.

In line with the IPEC Tsunami Project's orientation towards prevention, the NWC project was developed to identify vulnerable children and increase the possibility of them remaining in education while elder siblings and parents were provided with opportunities for income generation.

#### **Strategy and design**

Almost all the activities under the project such as the operation of preventive and rehabilitative activities under a community centre, training on mechanisms and monitoring on Child Labour situations, provision of formal and non formal education are lined to the outputs of the Immediate Objective 2 of the IPEC project, thereby linking the project with the former.

#### **Project design and validity:**

<b>Output under each objective</b>	<b>Activities</b>	<b>Status of achievement</b>
<b>Objective 1</b>		
1. 1.Project institutional infrastructures established at the district level.	1.1.1 Appointment of project staff. 1.1.2 Construction of building.  1.1.3 Expansion of educational facilities. 1.1.4 Establishment of a database of information and staff trained on its operation.	1.1.1 Achieved. 2 teachers and 1 social worker have been recruited. 1.1.2. Achieved, building obtained on lease. It is in the centre of the town within close proximity to FTZ and the communities. 1.1.3 Achieved. 1.1.4 A computer has been installed and staff trained.
1.2. Relevant partners at the district level trained and corporation mechanisms in place.	1.2.1 Build capacity of partners. 1.2.2 Coordinate with DCPC	1.2.1 Achieved. Overall participation about 80. 1.2.2. Achieved. Regular coordination with the DCPC. Attended Galle DCDC meetings, working on the sub committee on assisting street children. A list 93 children who are not going to school is referred to DCDC by the NWC.
1.3. community Child Labour monitoring Unit operational at NWC to ensure sustainable withdrawal of children and prevention of new children in to work	1.3.1 Establish CLMU  1.3.2 Identify Child labour cases  1.3.3 Collect information through questionnaire  1.3.4 Staff trained 1.3.5 Identify children at risk	1.3.1 Achieved. 3 CLMU's have been set up Habaraduwa, Ambalangoda and Hikkaduwa. CLMU meets regularly. 1.3.2 Achieved. Conducted awareness raising programmes and field visits and FGDs to identify such children. 1.3.3 Achieved. 17 children identified as needing psycho social support. 59 identified as child workers 1.3.4 Achieved. Staff trained. 1.3.5 Children at risk identified.
<b>Objective 2</b>		
2.1 An outreach programme developed and operational.	2.1.1 Conduct field visits to relief camps, poor settlements, communities and schools. 2.1.2 Hold Focus Group Discussions with families. 2.1.3 Gather information from DCPC.	2.1.1 Achieved. 112 field visits conducted.  2.1.2 Achieved. 48 FGDs have been done. 2.1.3 Achieved.
2.2 referrals and follow up system stabilized and operational.	2.2.1 Train staff on post tsunami stress symptoms. 2.2.2 provide counselling to vulnerable children through NCPA 2.2.3 Make referrals	2.2.1 Achieved. Staff has been trained.  2.2.2 Achieved. 59 identified as child workers and 17 children identified as needing psycho social support were given counselling through social worker. 2.2.3. Achieved. 93 identified non school going children were referred to the DCDC. 26 children referred to the NWC for NFE

	2.2.4 establish linkages with the community	2.2.4 Sylvia foundation has assisted to children through NWC intervention. 3 were directed to the institute of Gedarin Behera Gedara for remedial classes.
2.3 Social protection services provided to tsunami affected children and provide vocational training to their families.	2.3.1 Provide non formal education for older children. 2.3.2. Provide reference to school system through education and probation department. 2.3.3 provide educational training	2.3.1 Achieved. 30 mothers given income generating opportunity with the ownership of a corporative basis. 2.3.2 Achieved.  2.3.3 Achieved. 448 received vocational training done, including 65 older siblings and parents in vulnerable families.
2.4 families provided with counselling and information on access to social welfare, vocational training and job placement services.	2.4.1 Conduct workshops at AGA offices.	2.4.1 Achieved. Families were provided counselling and information on social welfare vocational training and job placement. 99 children and 21 parents identified received NFE, vocational training and counselling through visits

Source: Technical Progress Reports, AP tables linked to objective received by CEPA, NWC final output form.



Most of the activities under the project were activities that were already underway but only expanded, enabled the NWC project to better reach its objectives. For instance the outreach programmes and the NFE education is a part of the Daru Setha programme that was already in operation. The NWC programme has given an opportunity for NWC to operate its institutional mandate within the locality of the project. *Through FGDs NWC was able to intervene in employer related matters and intervene positively in improving work conditions and wage issues in the camps and communities.*

The organisational delays have resulted in many delays in the work plan of the project. Lack of corporation from the government officials, delays the partner capacity building workshops are other reasons for delays in the project.

*Attempts to set up the 4<sup>th</sup> CLMU have been delayed due to the transferring of the developed contacts, therefore government administrative issues.* Technical progress report January to April 2007

*The CLMU is constantly affected by the annual transfer of the government officials. The reenrolment of 50 non school going children in Habaraduwa referred by CLMU has been delayed.* Technical progress report January to April 2007

The work plan has been flexible to incorporate changes to it in order to get better results. For instance when the *attendance was getting less for the FGD's, and parents were not willing to talk their personal problems in public. The number of visits to one particular camp has been increased.* Technical Progress Report January to April 2006.

The NWC project has gone beyond the scope of the work plan to make a sustainable impact on the beneficiaries from the project. Once it was identified that the withdrawal of children is not sustainable without providing livelihood support, they were directed to an already existing programme of different donor funded project within NWC. Making an extra step, it has taken efforts to establish employment opportunities for those who have obtained vocational training.

### **Phasing out and sustainability**

As per the documents and field level interviews, a phasing out does not seem to have been decided. However, several activities that are currently happening under the NWC project has showed signs of long-term sustainability given some assurance of funding, possibly from the international affiliated bodies of National Workers Congress.

The fact that most of the programmes were activities that the NWC was already doing sustainability seemed to be of a fairly positive ground. Activities such as the vocational training, non formal education, and referral system will continue to seek funding from the affiliated TU of the NWC, as the concept of the CLMU is now geared in to the community and will continue to function as a network.

However it was noted that providing a transport allowance to the members would encourage their participation. The awareness programmes and counselling in camps and villages focusing on child labour issues has stopped and cannot continue until funding is received.

The capacity of the staff has improved and they are now in a position to respond more effectively should such a disaster occurs again.

### **Pulling out good practices**

- In instances when the required capacity was not available the beneficiaries were linked to other programmes of NWC. For example the link with the US AID, direction of children through CLMU, Sylvia Foundation, Save the children etc.  
*“Existing volunteers and networks established through IPEC and non-IPEC projects pre-tsunami have been activated with support under this project to strengthen outreach for purposes of data collection and providing direct and referral support efficiently. In fact, in the case of the National Workers Congress (NWC), they have established their own child labour monitor mechanism at grass-root level that will help facilitate setting up a more sophisticated mechanism as the project matures”* (Sri Lanka Tsunami USDOL TPR 2006).
- The AP has worked very closely with a lot of state officials. The CLMU being the best example; including the participation of all relevant officers from the District Secretary, who now undertake activities without the initiation of the NWC. The forum is able to identify child labour related matters, make referrals and monitor through the various bodies in the forum.  
*“CLMU has a grassroots level monitoring mechanism. Sustainability is ensured as all partners are mandated to work with child issues. This has encouraged local ownership by the communities, which will enable its sustainability after project completion. These units have now been integrated into the divisional secretariat structures as part of a broader programme. Eg: Development Committees”* AP tables submitted to CEPA by NWC.

## Case study 8:

### Tsunami Database Project

#### Apeksha Pvt Ltd.

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The tsunami database is a service contract within the Immediate Objective one (IO1) of the IPEC Tsunami Project; creating an enabling environment for prevention and elimination of child labour in Sri Lanka.

As per the TOR, the database would provide the initial pilot for creating a national child labour monitoring system, linking the Tsunami Project implementing Partners with IPEC and NCPA and MOL. At the field level the project implementing partners would gather information to the formats developed by the DBMR guidelines. Important cases will be flagged by the implementing partners to the MOL and the NCPA.<sup>10</sup>

Within the project the main activities include consultation with implementing partners in the development of the database, field testing and adopting the database once approved by IPEC. The initiative was also expected to install databases in the implementing organisations, train staff on database usage, link all databases, and monitor and troubleshoot.

#### Strategy and design

The fact that it was introduced late to the project has hindered it from achieving its own objectives.

*At the time of the setting of the data collection for the Database the action programmes like Don Bosco and NWC had already started data collection for their beneficiary identification using their own format (field interview APEKSHA). As a result it was difficult to merge as the objective behind each data collection exercise was different.*

*“Building on that was not preferred because it was done by a different institution, catering to their need. The objective of the data collection of the action programmes was different to what IPEC sought to achieve.” (Field interview APEKSHA).*

Children were not being able to participate for two beneficiary programme<sup>11</sup> for the intention of not being duplicated in the database<sup>12</sup>.

The project supported the generation of IPEC reports, in terms of providing numbers and tracking of child labour and many children were supported by this.

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<sup>10</sup> TOR Tsunami Database

<sup>11</sup> Depending on the type of programme.

<sup>12</sup> Key person interview Apeksha

### Operations and achievements

Objective	Output	Status of achievement	comments
Provide the initial pilot for creating a national Child Labour monitoring system	Consultation with implementing partners Develop database	A database was developed.	
	Submit database to IPEC for inputs and approval	Database submitted comments were received much later.	
	Field test and adopt database	There have been visits to NWC, Don Bosco and Kinnya Vision.	
	Install databases	It was installed in all AP centres except NCPA.	
	Train staff on database usage	2 people from each programme were trained.	Done ad hoc using the database as a tool. Not documented.
	Link all databases	Not achieved.	<i>According to the correspondence files there was no feeding of data from the NWC after its first 614 entries were done. Despite several reminder emails being sent.</i>  In implementation there were bureaucratic difficulties and political nature of institutions delayed the implementation.
	Monitoring and trouble shooting	Achieved as per Apeksha.	However there were concern about the efficiency on this in the correspondence files.

Source: project documents of Tsunami Database submitted by IPEC, Key person interview with Apeksha.

**Phasing out and sustainability**

The sustainability of the database is now a question because there is no one to take it forward. Even though the people were trained they are from the level of the action programmes, and no central control exists over all of the data.

The process has not been documented<sup>13</sup>, and all the training to use the database has taken place in the form of informal conversations. There is a certain amount of risk involved in terms of the continuity of the database, it is password protected and the whole authority knowledge transferring is in the hands of the in the hands of operator.

Though there is an informal backstopping process undertaken by the consultant even after the end of the contract but its sustainability is questionable – how long and often would he respond to such queries.

The database development has been constantly hindered by several external factors, mainly the conflict situation. Tracking of the children who were in the camps has also being difficult as those who were initially at the camps were moved to other places at the second attempt of data collection.

Given the objective of the project was to collect information on types of child labour and those who are vulnerable to it, the database could have been used as a mechanism to identify children at risk and those who are already in child labour and track them over the life of the project and possibly even after.

A database should always start before the implementation activities commence. To facilitate a smoother data collection and avoid duplication it should always be done prior to the project.

Having process documentation would have guaranteed a certain amount of sustainability of the database. It could have been used as a source book for further development of the database or used to develop a manual or material in training the operators. The funding agency should think and encourage on this.

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<sup>13</sup> As it was not be a part of the contract.

## Annex 2: Action Programme Reviews

### 1. Action Programme Tables

#### Objective of table:

This table attempts to document the achievements of the Action Programme.

1. Action Programme	2. Achievement as per reports and comments		3. Achievements as per project management (comments/additions)	4. Comments/observations by evaluation team (TBC with comments on report)	5. Proposed follow-up/next steps
	Target groups	Other comments			
1. Preventing trafficking of tsunami affected children into exploitative employment (NWC)	<ul style="list-style-type: none"> <li>Children withdrawn from Child Labour.</li> <li>Children re-enrolled to school.</li> <li>Identified children at risk.</li> <li>Provide NFE/Remedial education to vulnerable children &amp; children withdrawn.</li> <li>Provide counselling and career guidance.</li> <li>Provide vocational training to identified children and their family members.</li> <li>Establish 3 CLMUs at grassroots level and building up their capacity.</li> </ul>	<ul style="list-style-type: none"> <li>Visits to tsunami camps and poor settlement.</li> <li>Creating links with Zonal Education.</li> <li>Conducting Focus group Discussion and Awareness Raising Programmes to identify vulnerability and Strengthen parents.</li> </ul>	<ul style="list-style-type: none"> <li>Community centre established to provide services to vulnerable families.</li> <li>Capacity of NWC Project Staff developed to respond to similar crises.</li> <li>Community Child Labour Monitoring Units established at grassroots level to ensure sustainable withdrawal and prevention of children.</li> <li>Coordination/ Collaboration strengthened with DCDC</li> <li>Active Participation in project design ensured</li> </ul>		<ul style="list-style-type: none"> <li>NWC has been undertaking NFE/remedial education programmes since 1996 and currently operates through a network of 9 Darusetha centres.</li> <li>NWC has wide experience in conducting Skills Development programmes and operates 5 VT centres in Koggala, Beruwela, Dehiwela, Polgahawela and Hatton. In addition the NWC also operates a mobile training unit.</li> <li>CLMU as a grassroot level monitoring mechanism. Sustainability is ensured as</li> </ul>

	<ul style="list-style-type: none"> <li>• Provide referral and follow up services.</li> </ul>		<p>sustainable and effective responses.</p> <ul style="list-style-type: none"> <li>▪ Sustainability of NFE, VT &amp; CLMUs Strengthened.</li> <li>▪ Established strong participation/coordination through Project Steering Committee.</li> <li>▪ Creating linkages between different Action Programmes to adopt a holistic approach.</li> <li>▪ Contributing to other child protection responses eg: Hambantota floods and Galle DCDC Back – to- School programme.</li> </ul>		<p>all partners are mandated to work with child issues. This has encouraged local ownership by the communities, which will enable its sustainability after project completion. These units have now been integrated into the divisional secretariat structures as part of a broader programme. Eg: Development Committees.</p>
<p>2. "Hope Project" Kinniya Vision</p> <p>1.Provision of non formal basic education 2. Provision of pre vocational/skills training</p>	<p><b>1375 Working children</b></p> <ul style="list-style-type: none"> <li>- 36 children were withdrawn from child labour activities<sup>14</sup></li> <li>- 93 children were reintegrated into schools(backed to schools)</li> <li>- 832 children, potential drop outs were prevented from dropping school by providing them with remedial education.</li> <li>- 212 youths were</li> </ul>	<p>- In addition to these two main target groups, we also build the capacities of the school principals, staff of out reach partners, government officials, other stake holders and KV staff members by providing them with several awareness, sensitization programme and also</p>	<p>-Since there was no baseline info on child labour, both numbers and percentage, it is very difficult to measure the contribution made through our intervention in reducing child labour in the selected locations/division, however, reasonable number of children( 36 withdrawn and 93</p>		<ul style="list-style-type: none"> <li>- Continue the monitoring of progress of children who were withdrawn from child labour activities and reintegrated to schools particularly using the data base created for this purpose.</li> <li>- Continue and expand the provision of remedial classes and vocational skills training with new investment and also integrating into existing programme, we have already</li> </ul>

<sup>14</sup> These figures were obtained from project documentation. Comments from the review of the draft evaluation reports indicated that these 36 cases were reported as child labourers but as it was not verified and there was not sufficient details given on the nature of the child labour it was decided by IPEC not to report to donor in the USDOL TPRs.

youths and adults 3. Provision of referral services 4. Provision of psychosocial counselling and emergency humanitarian supports 5. Support for awareness raising on child labor issues 6. Support for capacity building	prevented from getting into dangerous form of child labour by providing them with vocational/skills training - 425 children were provided with psychosocial counselling services. - 400 children were provided with life skills training.  <b>250 Families</b> - 130 adults were provided with special skills training 2010 children including parents were provided with emergency support, food and non food items during an emergency.  <b>4 local organizations including KV.</b>  - KV received full fledged vocational training centre, permanent building and furniture etc.  - Number of staff members including managerial staff received good knowledge and skills in understanding and addressing child issues and providing services	technical training in identifying and addressing child labour issues. - We also actively participated and contributed in divisional level networks/fora involving in the monitoring and protection of children. Stake holders from both Local Organizations and Departments greatly benefited in these process. Due to locations and lack of experiences and expertise 2 out reach partners were dropped in the middle of programme implementation	reintegrated children plus 832 children who retain in the schools are remarkable contribution in reducing the child labour particularly in a emergency context which would have definitely contributed in achieving the long term objectives of the programme. - Improved capacities of Kinniya Vision in terms of permanent infrastructure, Community Centre, trained staff members, linkages and relationships established with various stake holders including communities is another achievement in sustaining the change we achieved in identifying and addressing issues related to child labour in the division as well as in the district. - Enhanced commitments and engagements of community, officials and other actors who are responsible for realizing child rights such as survival and development needs of children, in	integrated these activities and invested reasonably in expanding the services on our own.(recruitment of master trainers, registration of vocational training centre and establishment of own construction unit and relationships with local industries are some of the steps taken in this regard. - Play active role in establishing and strengthening the village, divisional and district child development committees. - Establishing and strengthening linkages and networks to collectively advocate for the necessary policy changes and allocate adequate resources for creation environment which contribute for the reduction of child labour in the district. - Expand KV's activities by investing more resources and building capacities to effectively engage in ensuring protection and the development of children in the district. - Review the strategy and reformulate it in the light of the changing environment,
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			<p>particular preventing child labour is another achievement towards reducing child labour in the division.</p> <p>- Availability of structures, mechanism, services and resources are another achievement through this project in addressing child labour issues which will definitely contribute in the reduction of child labour.</p>		<p>particularly the security concerns and new restrictions imposed by the government to take forward the projects in future.</p>
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**Table 2: Project Table**

**Objective of table:**

This table attempts to document the achievements of the Action Programme. It tries to see how the Action Programmes are linked to the overall objectives/components of the project.

**1. Preventing trafficking of tsunami affected children into exploitative employment (NWC)**

1. Project area of work	2. AP in that area if any	3. Achievement of the project as per reports/statements by implementing agency		4. Achievements as per project management (comments/additions) (TBC with comments on report)	5. Comments/observations by evaluation team	6. Proposed follow-up/next steps
		Target groups	Other comments			
Habaraduwa Hikkaduwa Ambalangoda Within Galle district  Kudawella in Hambanthota District  Beruwela in Kalutara district	Worker housing programme for tsunami affected NWC members and their families.  Livelihood development programme	<ul style="list-style-type: none"> <li>➤ Child Workers.</li> <li>➤ Children not attending school.</li> <li>➤ Vulnerable children.</li> <li>➤ Parents of vulnerable children</li> <li>➤ CLMU partners</li> </ul>	<ul style="list-style-type: none"> <li>• Mainstreaming Child Labour issues at Divisional Secretariat levels.</li> <li>• Creating strong and effective networking for referral and back-up services.</li> <li>• Capacity of teachers, principals and education officers developed.</li> <li>• Developed effective outreach programmes.</li> </ul>	<ul style="list-style-type: none"> <li>• Creating a sense of ownership with the community.</li> <li>• Sustainability through participation of government in DCDC.</li> <li>• Respecting social and cultural values of tsunami communities.</li> <li>• Addressing gender issues by empowering mothers.</li> <li>• Creating a sense of sensitivity when addressing delicate issues.</li> <li>• Creating an enabling environment for the community through the community centres.</li> <li>• Promoting Decent work agenda through focussed</li> </ul>		The Community Centre at Koggala is a multi-purpose Centre that offers NFE and Remedial Education including art and play therapy, skills development programmes for children in the 14 – 18 age group and family members, livelihood development programmes including business support services and worker education programmes [labour laws, ILO Conventions,

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				<p>interventions.</p> <ul style="list-style-type: none"> <li>• Economic empowerment of low income families in the tsunami context.</li> <li>• Creating a healthy work ethic among the youth.</li> </ul>		<p>etc}. The beneficiaries are from both the formal and informal sectors. Furthermore , the Centre has been high- profiled and constantly receives complaints of violations and instances of abuse from members of the community. This is due largely to the ILOL/IPEC programme. The CC is very centrally located in the heart of Koggala town and within easy access to the affected communities and the FTZ.</p>
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## 2. "Hope Project" Kinniya Vision

1 Project work area	2 AP in that area if any	3 Achievement of the project as per reports/statements by implementing agency	4 Achievement as per project management (comments /additions)	5 Evaluation team (TBC with comments on report)	6 Proposed follow up/next step
<p>1. Identification of target groups and out reach services.</p> <p>2. Provision of psychosocial counselling to tsunami affected children and</p>		<p>Vulnerable children in 8 tsunami affected GN divisions, including at welfare camps, schools, remote areas were identified through field survey and discussion with families and from the respective government official records.</p> <p>Out reach partners and out reach services such as psycho social counselling, back to school, initiatives, remedial education, vocational training, awareness raising activities, existing referral systems and stake holders and linkages were identified.</p> <p>Provision of training for staff on psychosocial counselling, debriefing methods, stress management and knowledge on child labour issues were provided.</p> <p>Data base was established to facilitate monitoring, reporting and of referral system, information regarding identifying vulnerable children, their experiences and needs, service available, planning follow ups and</p>	<p>36 children were withdrawn from child labour.</p> <p>93 children were reintegrated to schools</p> <p>832 children accessed and received remedial education which helped prevent most of the potential school drop outs leaving schools.</p> <p>213 youths received vocational skills training and most them are found jobs and engaging in</p> <p>- 425 children were provided with psychosocial counselling services.</p>		<p>- Continue the monitoring of progress of children who were withdrawn from child labour activities and reintegrated to schools particularly using the data base created for this purpose.</p> <p>- Continue and expand the provision of remedial classes and vocational skills training with new investment and also integrating into existing programme, we have already integrated these activities and invested reasonably in expanding the services on our own.(recruitment of master trainers,</p>

parents		coordination etc. were done through using information from the data base.			registration of vocational training centre and establishment of own construction unit and relationships with local industries are some of the steps taken in this regard.
3.Establishment of a data base for the referral and follow up system		Remedial education, vocation skills training and other education support were provided			
		Skills training for parents, both mother and fathers were provided to engage in alternative income generation activities to earn income also parents/guardians were educated on social support systems.			- Play active role in establishing and strengthening the village, divisional and district child development committees.
4. Provision of formal and non formal and vocational education		Emergency humanitarian assistance such as cloths, food, medicines along with book and stationeries were provided affected during the emergency that occurred during the period of project implementation period.			- Establishing and strengthening linkages and networks to collectively advocate for the necessary policy changes and allocate adequate resources for creation environment which contribute for the reduction of child labour in the district.
5. Provision of support for families.		Variety of awareness raising activities were conducted various group of people including children, parents/guardians, staff ,volunteers, out reach partners, principles and government officials on child labour issues and services	130 adults were provided with special skills training		
6. Emergency relief response			2010 children including parents were provided with emergency support, food and non food items during		- Expand KV's activities by investing more resources and

7. Awareness raising on child labour			an emergency - 400 children were provided with life skills training.		building capacities to effectively engage in ensuring protection and the development of children in the district.
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### **Annex 3: Information sources**

#### ***Documents referred and reviewed in desk review***

1. Project Design Document
2. Mid Term Evaluation on the “Emergency response to child labour in selected Tsunami Affected areas in Sri Lanka”
3. Technical Progress Reports 2007
4. Technical Progress Reports 2006
5. Project Documents for Kinniya Vision
6. Final Output report, National Child Protection Authority
7. Action Programme Progress Report TPR 3
8. Review and collation of Good Practices on the elimination of Child Labour in Sri Lanka, August 2007, Shayamalie Ranaraja
9. Workshop report on ILO-IPEC Tsunami Project Partner Workshop on knowledge sharing
10. Project files
  - Project file for NWC
  - Project file for MOL
  - Project file for NCPA
  - Project file for Don Bosco
  - Project file for Tsunami Database
  - Project file for NIE
  - Project file for Teachers Training

## **Annex 4: Stakeholder Workshop**

### **Agenda for the day**

#### **Emergency response to child labour in selected tsunami affected areas in Sri Lanka**

#### **Stakeholder Triangulation Workshop 14 March 2008 JAIC Hilton Residencies**

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#### **Workshop Objectives:**

- To present and discuss preliminary information and trends identified by the evaluation consultants.
- To validate preliminary findings identified by evaluation consultants and fill information gaps.

#### **Agenda for the day**

9.30 – 9.45	Registration and tea
9.45 – 10.00	Welcome and introduction of participants
10.00 – 10.30	Objectives of the workshop and agenda Background: <ul style="list-style-type: none"><li>• Objectives and orientation of evaluation</li><li>• Revisiting the IPEC Tsunami response project, objectives, design and implementation</li></ul>
10.30 – 11.15	Presenting initial findings
11.15 – 1.00	Evidence and learning: Discussing findings and drawing good practices
1.00 – 1.45	Lunch
1.45 – 2.30	Presentation of group discussions and clarifications
2.30 – 3.00	Suggestions to evaluation team
3. 00	End of programme



## **Group work outline**

### **Emergency response to child labour in selected tsunami affected areas in Sri Lanka**

#### **Stakeholder Triangulation Workshop 14 March 2008 JAIC Hilton Residencies**

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#### **Evidence and learning: Discussing findings and drawing good practices**

##### **Group work Objectives:**

Based on institutional/individual knowledge and experience;

1. Validate / contradict preliminary findings presented and fill information gaps
2. Draw out good practise for thematic areas

##### **Discussion Focus:**

##### **A. Strategic relevance and project design**

1. How do you view response of the IPEC Tsunami Project to the emergency situation that prompted it?
2. Looking back, reflect on how the individual projects contributed to the overall IPEC Tsunami project objectives. What design elements could have ensured better integration of the individual components of the IPEC Tsunami project?
3. How could the project have better capitalised on exiting knowledge and partnerships?
4. How could the design have facilitated more equal gender (male) participation?

##### **B. Achievements and implementation**

5. Comment on current level of achievement / implementation of IO1: Enabling Environment ( see handout)
6. How successfully can beneficiaries be tracked, what methods have been used within this project?
7. What has been the adequacy of the project M&E system to meet project implementation needs?
8. How do you assess the role and level of engagement of the Project Advisory Committee?

##### **C. Sustainability**

9. What issues of sustainability are you facing, how will they be overcome?
10. How could the project design have helped in increasing the possibility of continuation of activity / impact areas?



**INTERNATIONAL PROGRAM ON THE ELIMINATION OF  
CHILD LABOR**

Final: Basis for  
Contract  
February 2008

**TERMS OF REFERENCE**

**FOR**

**Independent Final Evaluation  
(February 2008)**

**Emergency response to child labor in selected tsunami  
affected areas in Sri Lanka**

ILO Project Code:	SRL/05/P50/USA
TC Code :	P27012317004
Financing Agency:	United States Department of Labor
Type of Evaluation:	Independent Evaluation
Geographic Coverage:	The district of Galle and Trincomalee
Project start date:	31 March 2005
Project end date:	31 March 2008
Date of the Evaluation:	February 2008
Total Project Funds of Donor:	US\$ 562,408

## **I. Background and Justifications**

### **Project Background**

Due to the Tsunami disaster which struck on December 2004, the region has experienced profound economic and socio-cultural changes with a variety of adverse consequences for all. This disaster has led to the emergence of new vulnerable groups consisting of women, elderly, disabled, migrants and itinerant workers and of course children. The particular vulnerability of children in the post-Tsunami situation is leading to greater negative consequences for them and a worsening of the conditions under which they have to live. Immediately following the tragedy, ILO-IPEC identified the following basic issues that needed to be dealt with for the children: loss of family support, loss of education opportunities, high vulnerability and demand for child labour.

ILO/IPEC recognized that although the first three basic need challenges were quickly recognized by the Sri Lankan authorities both at the national and provincial levels, the child labour dimension was not being adequately addressed in the wider relief response. IPEC identified the need for a clear and realistic set of strategies, effective planning, information and relevant services from the beginning so that the child labour is not neglected or overlooked in the rush to provide relief to communities who became victims of the disaster.

With the support of the United States Department of Labor (USDOL), a three-year project was designed to respond to existing and emerging child labor issues and to address them to the extent possible in support of the country's Tsunami rehabilitation and development process. The funding was for a total of US\$562,408 and the project was commenced on March 31, 2005 with an end date of March 2008.

The project has been undertaken in two Tsunami-affected districts in Eastern and Southern Provinces (See Annex 1): Kinnya in the District of Trincomalee (Eastern Province) and Koggala in the District of Galle (Southern Province).

Through Kinnya and Koggala are the main project locations, project activities under the project cover all affected AGA Divisions (administrative divisions under the District administration) within the District of Galle and some of them under Trincomalee. The main criteria for the selection of these provinces were: the magnitude of the devastation due to the Tsunami, lack of programs aimed directly at the elimination of child labor, low school enrollment and literacy rates, low socio-economic development indicators and the lack of support mechanisms for the working children.

For an optimally effective and efficient response to a disaster of such scale, co-ordination of efforts both at national and district levels has been a priority throughout this project. IPEC has cooperated actively with the development aid and donor community, and put special emphasis on cooperating with other agencies in the UN family such as UNICEF, UNFPA, FAO, UNDP, WFP, WHO, ADB, as well as the World Bank.

IPEC designed the project with a focus to meeting the immediate needs of affected children in the selected areas and was to lay the groundwork for gradually mainstreaming child labour issues into the Government's recovery and reconstruction policy and programmes. The interventions aimed as rapid, efficient, comprehensive and impact actions to reduce and prevent child labour through integrated area-based programmes. Policy support was to be provided to decision-makers to ensure that the differences in provision of immediate support in emergency situations and long-term development are clearly recognized and will remain sustainable.

Project development was done through a mission to Sri Lanka by sub-regional and HQ staff working with the ILO and IPEC team in Sri Lanka. The diagram in Annex 2 shows the project's Strategic Program Impact Framework (SPIF).

In that view, the project developed two immediate objectives designed to reinforce and complement each other at different levels. In general terms, work relating to policy, and capacity building will contribute to the prevention of child labor in the medium to long term. Conversely, the direct actions constitute a means for translating important policy measures into concrete interventions at the local level. This approach is based on IPEC's overall approach to child labour issues but this particular project has placed more emphasis on the emergency needs of affected children who are vulnerable to exploitation and of the needs of their parents.

<b>Strategic Objective: Support Sri Lankan government to tackle issues of child labor in post recovery and reconstruction efforts in policy and programs.</b>		
<b>Component 1: Enabling Environment</b>	<b>IO 1</b>	<b>The capacity of relevant government, media, international relief and reconstruction organizations, and NGO institutions (district and central level) will have been strengthened, enabling staff and community members to integrate child labor issues into post-Tsunami reconstruction policies and monitor the child labor situation in the post-Tsunami environment.</b>
<b>Component 2: Targeted Interventions</b>	<b>IO 2</b>	<b>Flexible and speedy response will have been provided through Community Centers to Tsunami affected children and their parents/guardians in selected disaster affected areas.</b>

In the case of the IO 1, IPEC's support is directed towards the development of child labor sensitive responses in emergency situations on the following five inter-related areas, which are implemented both at the national and district levels:

<b>IO 1</b>	<b>1. Policy and program support to planning units of target ministries on appropriate child labor responses in emergencies</b>
	<b>2. Inter-sectoral co-ordination mechanisms for the integration of child labor issues into a variety of national and international rehabilitation and reconstruction programs</b>
	<b>3. Awareness raising campaign to mobilize key decision makers to address issues of child labor in emergency programs</b>
	<b>4. Support the Ministry of Education (MOE) to increase school enrolment and retention rates of Tsunami-affected children</b>
	<b>5. Support to key partners to undertake action against child labor in the selected Tsunami-affected areas.</b>

IO 2 involves flexible and speedy response to the child labor situation in the selected disaster affected areas. This will be achieved through the following six direct actions, which are carried

out simultaneously in an integrated manner at different levels with districts, villages or community organizations for synergy and timely delivery of services:

<b>IO 2</b>	<b>1. Community Centers (CCs) in selected areas established and capacity enhanced</b>
	<b>2. CCs operate preventative and rehabilitative services to Tsunami-affected children</b>
	<b>3. A comprehensive Referral and Follow-up-System for children and their parents</b>
	<b>4. Mechanism and process to monitor the child labor situation at the district level</b>
	<b>5. Formal, non-formal and vocational education</b>
	<b>6. Support to enable families/guardians of working children and children at risk in the selected areas of project intervention to have access to local and national safety nets</b>

#### Recent Situation (Security and Implementation)

Sri Lanka has experienced a serious deterioration in its overall security situation practically precipitating the country to the brink of all out war. The fragile peace process reached a critical point with a breakdown in negotiations in April 2006. More recently, in January 2008, the Government gave notice that it was pulling out of the 2002 ceasefire agreements. Since then small skirmishes have broken out and the country is holding its breath to see whether there will be a huge escalation of violence in the country.

On the project front, ILO-IPEC has been working closely with the Youth Employment Network (YEN) Secretariat of Sri Lanka to support the launch of the Youth Employment Policy and National Action Plan (YENAP) and has been involved in the process of developing a Media Strategy to catalyse an attitudinal change amongst youth and the communities they live in to promote youth employment policies and strategies. An attitudinal change has been flagged as an important and priority intervention in the YENAP.

Further the project has made advances on the capacity building of the implementing partners particularly those that were deprived of opportunities previously to move into prevention of child labour programmes. The project has also kept up its educational courses and vocational training programmes that have been able to maintain a good retention and placement rate respectively. The vocational training courses in fact ensure 100% placement of the older girls who follow the industrial sewing courses.

#### Background to the Final Evaluation

The project document states that an independent external final evaluation will take towards the end of project implementation. Based on consultation among the key stakeholders it was decided that an independent evaluation will be carried out by a national consultant given the current security situation.

## II. Scope and Purpose

### Scope

The scope of the evaluation includes all project activities to date including Action Programs. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programs and any specific recommendations for the preparation of the IPEC's possible support to a national TBP in Sri Lanka.

The evaluation is expected to emphasize the assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It will assess the effect of the work carried out during the implementation phase, using data collected on the indicators of achievement. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities carried out.

### Purpose

The main purposes of the evaluation should be to determine if the project achieved its stated immediate objectives (including specific targets) and explain why or why not and to assess the overall and specific outcomes and impacts of the project in terms of sustained improvements. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in the broader terms of action against child labour in the context of any future emergency response projects.

In addition, the evaluation will serve to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country as well as for projects that may be designed under similar conditions.

The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources

## III. Suggested Aspects to be Addressed

The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations" 2006. This is further elaborated in the ILO document "Preparation of Independent Evaluations of ILO Programmes and Projects" 1997. For gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995.

The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard

In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the

achievement of the Immediate Objectives of the project using data from the logical framework indicators.

The suggested aspects for the evaluation to address are given below. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). **The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.** Below are the main categories of the aspects to be addressed:

*Project Design (Validity of Project)*

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour). In assessing the external logic of the project please see especially if the Strategic Programme Impact Framework –SPIF - process was used for planning the intervention, links with other interventions, synergies and economies of scale created, etc.
- Analyze whether available information on the socio-economic, cultural and political situation in Sri Lanka was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes would be needed to improve them?
- Was the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Did the APs designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact
- Are all the elements of the project design relevant to address a crisis/emergency response in the IPEC context?
- Whether the beneficiaries were clearly identified at this phase of the project (sub-groups, age, socio-economic status etc. 'Poor' or 'Women' may be too broad of a

category and must be broken down). Determine if more details are needed to better target interventions

### **Achievements of the Project (Effectiveness and Efficiency)**

- How were the recommendations from the mid-term evaluation used and acted on by the project, by management and other stakeholders?
- Assess the relationships between the project and other tsunami/child-labor interventions supported by IPEC or by other organizations in the country. Were synergies and economies of scale created?
- Assess the effectiveness and efficiency of the education and non-education services provided to beneficiaries. Examine how a decision was made on what type of service was most appropriate for individual beneficiaries; the impact on beneficiaries of receiving a series of services versus receipt of only one type of service.
- Assess how the project monitored both the work and enrollment status of all direct beneficiaries, analyzing whether or not the system/process was appropriate and efficient in monitoring each individual child to ensure that they were no longer working and/or that work conditions were no longer hazards, and were attending education programs regularly.
- The evaluation should assess whether or not the number of target beneficiaries (receiving both education and non-education services), methodology for selecting targets and types of services being provided were appropriate, realistic and provided as designed. Assess the project's effectiveness in meeting its withdrawn and prevented targets.
- How effective were action programmes and how did they contribute to the project meeting its immediate objectives?
- How effective was the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- How was the capacity of the implementing agencies and other relevant partners to develop effective action against child labour enhanced as a result of the project activities?
- Identify if any, unexpected effects on boys and girls, men and women, both in the target groups or in other sectors of the population
- To what extent did factors outside the control of project management affecting project implementation and attainment of the objectives/goal? In particular, how has the security situation and post-tsunami government capacity affected project implementation?
- Did the intervention reach the expected target population?
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive? (i.e. different times for training activities for working women versus non-working women, separating classrooms for girls and boys)?
- Examine the role and involvement of national steering or advisory committees
- Were specific models of intervention developed? Are there possibilities for replication? Under which circumstances?
- How closely did the project adhere to its work plan? Also assess the quality and the use of work plans and monitoring plans.
- How efficient and effective has the process been of communication from the field office to the regional office, headquarters and the donor?



- How effectively are strategies for child labor monitoring being implemented? Is the CLMS likely to be sustainable?
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labor?
- Assess how the project has been cooperating with other development aid and donor community, particularly with other UN agencies.

#### *Relevance of the Strategy*

- Was the project relevant to the local situation concerning child labor, specifically the needs of the target groups, the local capacities to address these issues and the national policies and programs in place? How did the escalation of the conflict affect the project, particularly the closing of the Trincomalee office.
- How the interventions have contributed to child labor programs to support the implementation of C 182, especially to prevent the affected children by Tsunami entering into Worst Form of Child Labor.
- Does the strategy address the different needs and roles, constraints, access to resources and access to project services of women and men, boys and girls, in the target group? Have men and women, girls and boys, participated in the definition of their own needs? Do these needs still exist?
- Does the program address practical and strategic gender needs of boys and girls? Was gender equality adequately promoted in the strategy
- How does the strategy fit within national efforts (policies and programs) in tackling the devastating impact on the population, especially on children affected by the Tsunami?
- Were alternative strategies considered?
- How IPEC has faired as a medium term (if not short-term) emergency response agency – comment on the changing role of IPEC to meet the demands of an emergency response?

#### *Sustainability of the Project*

- Identify and assess the relevancy, coherence, adequacy and effectiveness of strategies adopted by the project and the Action Programs to ensure sustainability.
- Assess the process of promoting local ownership of the program and promoting long-term sustainability. Specifically, assess how the idea of a phase-out strategy for project components was addressed during the project's design and implementation stages, as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Were the Action Programs well-rooted within the communities in which they operate? What is the likelihood that the partner organizations involved in the project will continue to work to eliminate child labor after the project ends?
- How is the project linked to other relevant government run programs to ensure sustainability of action?
- How effective has the project been in promoting local and national ownership of the program and promoting long-term sustainability?
- Assess the degree of ownership of and participation in the project both institutionally and individually, considering boys and girls, women and men.

- What are the long-term prospects for local/national institutions (including governments) and the target groups to build on the achievement of the project once it ends?
- Have child labor issues been mainstreamed into the policy environment and in relevant institutions, as a part of a national preparedness to minimize the impact of such disaster on children that may help prevent Worst Form of Child Labor?
- Identify whether actions have been taken to ensure the continued access of vulnerable groups to services and resources
- Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether action has been taken to sensitize local institutions and target groups on these issues.

#### IV. Expected Outputs of the Evaluation

- 1) A desk review
- 2) An evaluation instrument prepared by the evaluator prior to the field visits
- 3) Field visits to the Galle region
- 4) Stakeholder workshop facilitated by the evaluator in Colombo
- 5) Draft evaluation report including stakeholder workshop proceedings, findings from field visits by evaluation team, and all the annexes
- 6) Final Report including:
  - Cover Page including the proper project title and the project number
  - Table of Contents
  - Acronyms (All acronyms used for the first time in the report must be spelled out.)
  - Executive Summary including recommendations
  - Clearly identified findings
  - Clearly identified conclusions and recommendations
  - Lessons learned
  - Potential good practices and effective models of intervention.
  - Appropriate Annexes including the present TORs
  - Standard evaluation instrument matrix

The total length of the report **should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.** The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Microsoft WORD for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the consultant. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

**The final report will be circulated to key stakeholders (those participants present at the stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as**

appropriate in the report and provide a brief note explaining why any comments might not have been incorporated.

## V. Evaluation Methodology

The following is the proposed evaluation methodology. While the evaluation consultant can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation consultant will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programs to the project.

The evaluation will be carried out using a desk review and field visits to project sites in the district of Galle for consultations with project staff, project partners, beneficiaries and other key stakeholders and to hold a stakeholder workshop in Colombo with national level partners. Recent UN security restrictions and under the guidance of the ILO Colombo office any movement to the Northern and Eastern part of the country is under restricted movement.

### **Qualifications and Responsibilities of the Evaluation Consultant**

Following the procedure set out in the project document, an external evaluation consultant who previously has not been involved in the project will be identified by ILO/IPEC.

The background of the evaluation consultant should include:

Responsibilities	Profile
<ul style="list-style-type: none"> <li>• Desk review of project documents</li> <li>• Briefing with ILO/IPEC-DED</li> <li>• Telephone Interviews with IPEC HQ desk officer, donor</li> <li>• Undertake desk review of project related documents</li> <li>• Interview project management and project partners and undertake field visit to Galle</li> <li>• Draft evaluation report</li> <li>• Finalize the report based on feedback and comments from stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Experience in the design, management and evaluation of development projects, in particular with local development projects.</li> <li>• Relevant background in social and/or economic development</li> <li>• Experience in evaluations in the UN system</li> <li>• Relevant regional experience preferably prior working experience in Sri Lanka</li> <li>• Experience in the area of children's and child labor issues and rights-based approaches in a normative framework are highly appreciated.</li> <li>• Experience in the area of education and legal issues would also be appreciated</li> <li>• Experience in the UN system or similar international development experience</li> <li>• Familiarity with and knowledge of specific thematic areas</li> <li>• Fluency in English. Local language skills Sinhalese and Tamil would be appreciated.</li> <li>• Experience facilitating workshops for evaluation findings</li> </ul>

The evaluation consultant will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and the compliance with deadlines.

The evaluation consultant will be responsible for undertaking a desk review of the project files and documents, undertake field visits to the project locations, facilitate the workshop and will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the evaluation consultant will further be responsible for finalizing the report incorporating any comments deemed appropriate.

The evaluation will be carried out with the technical support of DED and with the logistical support of the project office. DED will be responsible for consolidating the comments of stakeholders and submitting it to the evaluation consultant.

#### **Timetable and Workshop schedule:**

The total duration of the evaluation process including submission of the final report should be within one month from the end of the field mission.

The evaluation consultant will be engaged for 25 days, which will include 3 days of field visits. It is expected that during the process the evaluation consultant will be in contact as appropriate. The timetable is as follows.

#### **Detailed Schedule and Duration**

Evaluation will be undertaken in February - March 2008.

Phase	Responsible Person	Tasks	Dates
I	The Evaluation Consultant	<ul style="list-style-type: none"> <li>▪ Telephone briefing with IPEC DED</li> <li>▪ Telephone interview with USDOL</li> <li>▪ Desk Review of project related documents</li> <li>▪ Evaluation instrument based on desk review</li> </ul>	February 18-22 (5 days)
II	The Evaluation Consultant with logistical support by project	<ul style="list-style-type: none"> <li>▪ In-country briefing with ILO Sri Lanka and a labor officer from the US Embassy-Colombo</li> <li>▪ Consultations with Project Management</li> <li>▪ Consultations with project partners in Colombo</li> </ul>	February 25 - 29 (5 days)
		<ul style="list-style-type: none"> <li>▪ Field visits to project locations in Galle</li> <li>▪ Consultations with project partners, girls and boys, parents and other beneficiaries</li> </ul>	March 3-5 (3 days)
		<ul style="list-style-type: none"> <li>▪ A workshop in Colombo with key stakeholders from the project locations (if possible)</li> </ul>	March 7th
III	The Evaluation Consultant	<ul style="list-style-type: none"> <li>▪ Draft report based on consultations from desk review, field visits, and the stakeholders' workshop.</li> </ul>	March 10-14 (5 days)
IV	DED	<ul style="list-style-type: none"> <li>▪ Circulation of the draft report to key stakeholders</li> <li>▪ Consolidate comments of key stakeholders and send to the evaluation consultant</li> </ul>	March 17-28 (2 weeks)
V	The Evaluation Consultant	<ul style="list-style-type: none"> <li>▪ Finalize the report including explanations on why comments were not included</li> </ul>	March 31-April 4 (5 days)

## Desk Review Materials and Other Sources of Information

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> <li>• Project document</li> <li>• DED Guidelines and ILO guidelines</li> </ul>
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> <li>• Progress reports/Status reports</li> <li>• Technical and financial reports of partner agencies</li> <li>• Other studies and research undertaken</li> <li>• Action Programme Summary Outlines</li> <li>• Project files</li> <li>• National workshop proceedings or summaries</li> <li>• National Action Plan</li> <li>• Any other documents as identified by the project</li> </ul>

### Consultations with:

- Project management and staff
- USDOL (and/or a labor officer from the US Embassy-Colombo)
- Partner agencies
- Relevant Social Partners, Employers' and Workers' Groups
- Boys and Girls
- Community Members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc. as identified by the evaluation consultant

### Final Report Submission Procedure

#### For an independent evaluation, the following procedure is used:

- The evaluation consultant will submit a draft report **directly to IPEC DED in Geneva**. IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the evaluation consultant by the date agreed between DED and the evaluation consultant or as soon as the comments are received from stakeholders.
- The final report is submitted by the evaluation consultant **directly to IPEC DED in Geneva** who will then officially forward it to stakeholders, including the donor (USDOL).

## VI. Resources and Management

### Resources:

The resources required for this evaluation are:

#### For the evaluation consultant:

- Fees for a national consultant for 28 work days
- Fees for a field researcher for 10 days
- Fees for local DSA in Galle as appropriate

#### For the evaluation exercise as a whole:

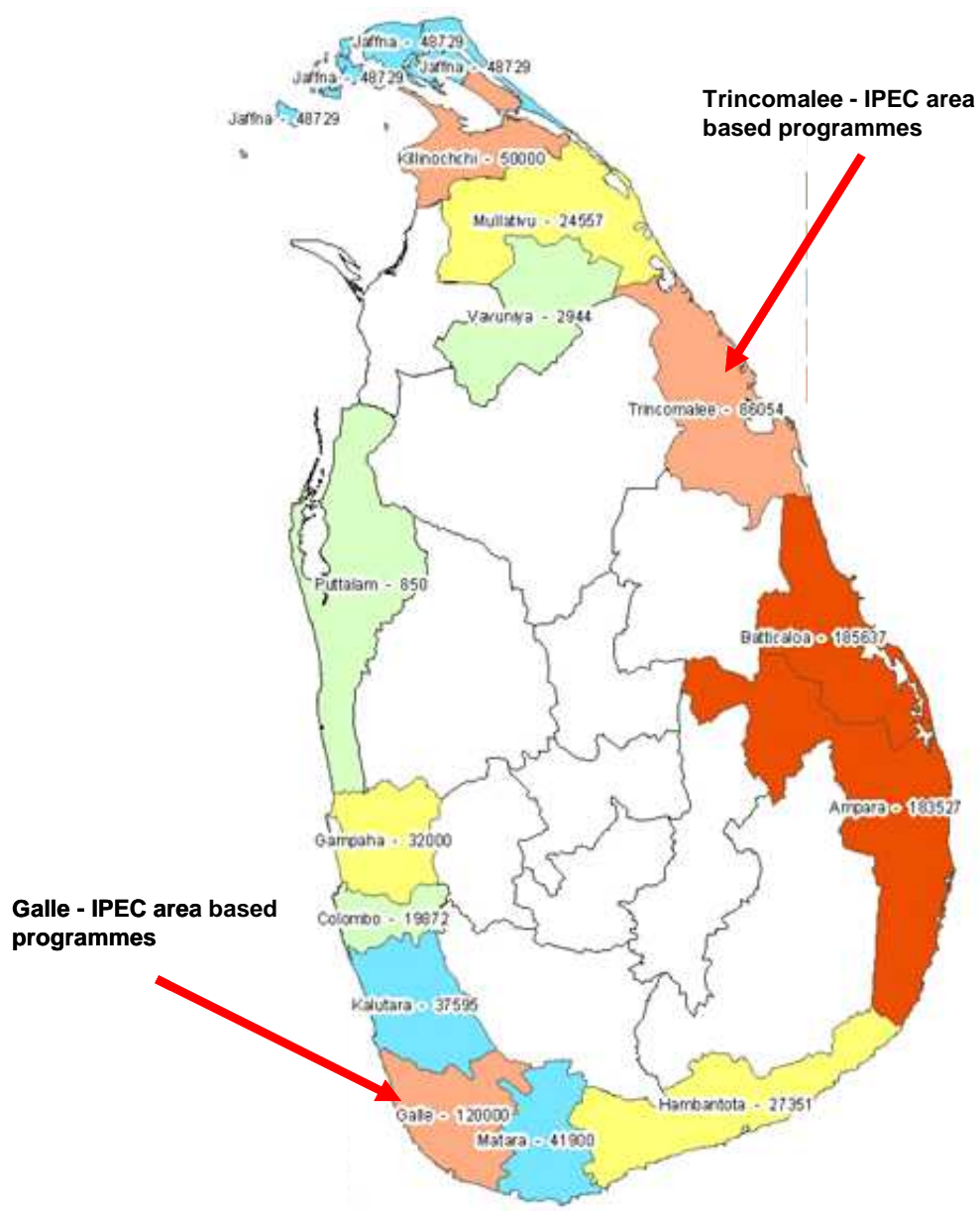
- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs associated with the security situation

A separate budget is available.

**Management:**

The evaluation consultant will report to and discuss any technical and methodological matters **directly with DED** should issues arise. IPEC project officials in Sri Lanka will provide administrative and logistical support during the evaluation mission.

# SRI LANKA



## Annex 2 of the ToR: Strategic Program Impact Framework (SPIF)

